

Law Enforcement News

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Rallying 'round the gun-control issue

Police groups unite to battle McClure-Volkmer bill

By Jennifer Nislow

The Firearms Owners Protection Act, which has been loudly condemned by a coalition of law enforcement leaders as "an immediate and unwarranted threat to the law enforcement community," has proven to have an unforeseen side-effect for which police leaders say they are thankful: It has prompted a number of groups representing management, labor and research organizations to band together on one side of a single issue, a nearly unprecedented occurrence.

The bill, sponsored by Sen. James A. McClure (R-Ida.) and Rep. Harold Volkmer (D-Mo.), calls for a major overhaul of the Gun Control Act of 1968, which, according to Rep. Volkmer, "was hastily drafted during a time of tumult in this country." The legislation was approved by the Senate last summer by a lopsided 79-to-16 vote, after its backers employed the parliamentary tactic of a discharge petition to bring the bill to the Senate floor without committee hearings.

Among other changes in the law, the McClure-Volkmer bill would effectively loosen Federal licensing restrictions for those who do not sell guns as their principal livelihood — a large percentage of all transactions, according to the chairman of the House crime subcommittee, Rep. William Hughes (D-N.J.). The bill would also permit the interstate transportation of firearms, allow residents of one state to buy guns

in another if they meet the legal requirements of both states, limit the inspection authority of the Bureau of Alcohol, Tobacco and Firearms, and alters the application of Federal penalties for those who use or carry a firearm in connection with certain violent felonies.

The Law Enforcement Steering Committee Against S.49 — the coalition that has sprung up to fight the McClure-Volkmer bill — maintains that the interstate sale of handguns will significantly weaken gun-control laws by requiring that dealers know and understand the laws of the state in which the gun is being purchased as well as the gun laws of the purchaser's state. According to an impact report prepared by the coalition, the provision allows dealers to escape liability by claiming ignorance of the respective laws, and by requiring proof that improper sales were willfully transacted in violation of the law.

The steering committee said the provision for interstate sales would severely undercut state and local efforts to protect the public from handguns, as well as making handguns more difficult to trace.

However, the National Rifle Association, which strongly supports S.49, argues that since guns can currently be purchased in contiguous states, there would be no problem. "I don't know how interstate sale would make guns untraceable," said NRA spokesman David Warner. "They think somehow criminals are obeying

that interstate sales law because they don't want to violate the interstate sales provision of the Gun Control Act of 1968. They're criminals."

San Jose Police Chief Joseph McNamara called the McClure-Volkmer legislation a great bill for firearm dealers and manufacturers and a terrible bill for law enforcement and the public safety. "It creates special privileges for the dealers in that they wouldn't have to keep records as they do now, and where they violated the law they would very often escape prosecution under the bill. Also, for Federal agents to inspect their businesses they would have to be notified in advance."

"What they're doing is putting dealers on the honor system," McNamara said. "We have great concern over that. I'm not saying that most dealers aren't honest and follow the law, but there would be a terrible temptation to anyone if McClure-Volkmer was passed."

Existing law allows for inspections of a dealer's inventory and records at any time during working hours. The McClure-Volkmer bill requires BATF agents to have a warrant based on "reasonable cause" to conduct such inspections, except in cases of a criminal investigation of a person other than the dealer, an annual inspection following advance notification or to trace a firearm.

NRA spokeswoman Debbie Nauser said the provision

limiting agents to a single, annual inspection following reasonable prior notice is not going to cause a problem. "That's just to keep people from any kind of harassment from an administration which may be hostile, and that has been shown to be the case in the past," she said. "The current law does not distinguish between minor infractions and criminal violations. We feel that gun dealers should have rights, too."

The McClure-Volkmer bill further stipulates that no criminal charges may be brought against a Federal firearms licensee except for the willful violation of record-keeping requirements. According to one legislative source, a gun dealer could display narcotics in plain sight of Federal agents when they come to inspect his records, and yet have complete immunity from prosecution.

"That's the way the statute reads," the committee source said. "It's not the exclusionary rule — it's a completely new, total time-bomb. It's like a depth charge in the law. There's nothing like it anywhere."

"It immunizes them from any offenses except for a record-keeping offense," said Congressman Hughes, "which is a very novel development. I don't know of anything that would give anyone immunity when a law enforcement official sees any crime committed in his presence."

The groundswell of opposition to McClure-Volkmer has brought

together a variety of professional groups that cut across all ranks, jurisdictional sizes and types and broad philosophical persuasions. In what has been termed an unprecedented display of professional unity, the law enforcement steering committee joined the forces of the Federal Law Enforcement Officers Association, the Fraternal Order of Police, the International Association of Chiefs of Police, the International Brotherhood of Police Officers, the National Association of Police Organizations, the National Organization of Black Law Enforcement Executives, the National Sheriffs' Association, the National Troopers' Coalition, the Police Executive Research Forum and the Police Foundation.

Although the NRA has hailed the bill as a boon for law enforcement and maintains that McClure-Volkmer has the support of the law enforcement community, the unified opposition of police organizations against the bill demonstrates, in the words of Police Foundation president Hubert Williams, that no one speaks for law enforcement but law enforcement.

The bill has caused what some see as a rift between the NRA and law enforcement, which have traditionally been thought of as allies.

"Cops don't sign petitions," said McNamara, "but we signed petitions because we saw some really raw tactics on the part of NRA."

According to Ed Murphy, legislative counsel for the International Brotherhood of Police, the unity shown by police organizations on this issue is an extremely important phenomenon. "It is probably the first time that I'm aware of that both labor and management have all banded together on one issue. I think that should be very significant to the Congress. The red flags should go up."

Murphy added that people have flown in to Washington from all over the country to lobby Congress on their own time. "They have no axe to grind," he said. "They're there because they're concerned about what kind of effect this bill is going to have on the safety of our nation's streets and on their ability to protect people from crime."

Murphy said that NRA is clearly "driving the train" on McClure-Volkmer, causing a real split between the organization and police on this issue. "They certainly do not have the concerns

The dark at the end of the pipeline:

Gramm-Rudman fears start to sink in

The growing apprehension over Federal budget cuts due to be imposed under the Gramm-Rudman-Hollings deficit-reduction law has pervaded criminal justice agencies and organizations that rely upon Federal grants to continue programs on the state and local level.

Efforts by the International Association of Chiefs of Police in the area of research and development would be effected "quite significantly" by a decline in Federal grants, according to IACP's executive director, Gerald R. Vaughn.

"It's going to have a very serious effect on law enforcement in this country," Vaughn said. "We're torn in two directions. Everybody wants the deficit reduced, but everybody wants it cut from somebody else."

Notwithstanding the desire to

help reduce the nation's burgeoning deficit, Vaughn said, IACP still sees the need to do the sort of work which can only be accomplished through Federal grants.

While the Gramm-Rudman law mandates an automatic 4.3 percent cut from each program, the cuts that would occur under the bill must be separated from those that may happen if the Reagan Administration "gets it way," noted Gwen Holden, the executive vice president of the National Criminal Justice Association.

"The immediate impact under Gramm-Rudman-Hollings is that everything we deal with in the grant area would be cut by 4.3 percent," she said. "Because of Gramm-Rudman-Hollings and because of the President's concern over the defense budget, he

has taken some action through OMB [the Office of Management and Budget] that will hurt state and local assistance programs much more than Gramm-Rudman-Hollings would."

Federal support of such programs as the Justice Department's Bureau of Justice Assistance and the Office of Juvenile Justice and Delinquency Prevention will be effectively terminated by requests to rescind most of their budget for fiscal 1986. "In the President's budget for 1987," Holden said, "he will probably recommend zero funding for both of those programs. That is not under Gramm-Rudman-Hollings, but it is driven by Gramm-Rudman-Hollings."

Reagan's 1987 budget, announced Feb. 5, may be bleaker than was even expected. If the deficit is not reduced by \$144

billion for fiscal 1987, automatic, across-the-board spending cuts will occur under the Gramm-Rudman law. In anticipation of that, Reagan's budget proposes that the lion's share of cuts come from domestic spending to offset a 16 percent increase in military spending.

Holden said the importance of Federal assistance for state and local efforts in criminal justice lies in the incentive it provides for states to conduct research and statistical analysis with a limited amount of money to improve "the state-of-the-art" in criminal justice. "Those dollars don't buy much as a total but they give the states money outside of what they're dealing with and allow them to move forward and make progress," she said.

"States are not going to be

Continued on Page 6

Continued on Page 7

Around the Nation

Northeast

CONNECTICUT — Gov. William O'Neill has proposed landmark legislation designed to combat family violence. Among the proposals is the adoption of a policy that all cases of family violence are to be treated as crimes.

Some 1,200 police officers from Connecticut and other states joined in funeral services last month for state Trooper James Savage, 42. Savage was killed after being struck by a car Jan. 22 as he was issuing a speeding ticket.

NEW HAMPSHIRE — Col. George Ivereon, 59, took over as head of the 208-member State Police last month. Ivereon said he plans to maintain the current crackdown on drunken-driving and step up enforcement of the 55-mile-per-hour speed limit.

The state has received a \$247,000 grant from the U.S. Department of Justice, which will be used to help victims of sexual abuse and child and spousal abuse.

NEW YORK — New York City police Sgt. Frederick G. Sherman was convicted of manslaughter Jan. 31 following a three-week trial in which he was charged with driving a patrol car in a hit-and-run accident that killed one pedestrian and seriously injured another. Sherman was found guilty on charges of second-degree manslaughter, vehicular manslaughter, second-degree assault, leaving the scene of an accident, falsifying business records and official misconduct.

PENNSYLVANIA — The only adult survivor of the confrontation between Philadelphia police and the radical group MOVE was convicted Feb. 9 on one count of riot and one count of conspiracy, but acquitted on 10 more serious charges. Ramona Johnson Africa,

who defended herself, was cleared on charges of aggravated assault, simple assault, recklessly endangering another human being and resisting arrest. The verdict was denounced by Philadelphia police officers.

James Martin, 54, the former deputy police commissioner of Philadelphia who was the highest-ranking officer convicted in a Federal probe of police corruption, died of cancer Jan. 25. His death came less than a week after a Government-appointed doctor said Martin had cancer of the colon and liver and would probably not survive the 18-month prison term to which a Federal jury had sentenced him. Martin had been convicted in August 1984 of racketeering, extortion and conspiracy.

York College has added a private security/loss prevention curriculum to its criminal justice program. The 33-credit major stresses such components as principles of security, security law, computer and accounting.

VERMONT — The state has ended its holdout as the only one in the Northeast that maintained a minimum drinking age of 18. Gov. Madeline Kunin signed a bill Feb. 6 that would raise the drinking age to 21, effective July 1.

Southeast

ALABAMA — The number of arson cases in Birmingham rose 3 percent in 1985, to a total of 400. Officials say the arsonists represent two-thirds of all fire calls.

FLORIDA — The state's Commissioner of Law Enforcement, Robert R. Dempsey, has been appointed to the executive committee of the International Association of Chiefs of Police. Dempsey's term on the 47-member policy-making com-

mittee expires in October 1988. IACP president John J. Norton also named Dempsey to the organization's committees on organized crime and legislation and criminal law and procedure.

Gov. Bob Graham has signed a death warrant for serial killer Theodore Bundy, who killed three Florida women in 1978 and may have killed dozens of other women in Washington, Colorado and Utah. March 4 has been set as the execution date.

VIRGINIA — The number of serious crimes reported in Alexandria last year increased for the first time in six years, police officials announced last month. The 7,670 reported Part 1 crimes represented a 2 percent increase over the previous year's figures — a change that Public Safety Director Charles T. Strobel called "pretty much in line with what other areas in the region are reporting."

Midwest

ILLINOIS — Eighty-eight persons were indicted last month in a Mokena-based sting operation to combat car theft and insurance fraud. State Police Director James Zagel described the operation as the largest auto-theft investigation in the state's history. As part of the 18-month operation, investigators purchased more than 100 cars valued at \$1.25 million from unsuspecting car thieves.

The Chicago Police Department recorded the lowest number of homicides in 17 years in 1985, it was announced last month. A total of 664 homicides were recorded by police last year. The highest number of homicides in recent years was the 970 chalked up in 1974.

The U.S. Supreme Court last month rejected an appeal by

white and Hispanic police sergeants in Chicago, who had charged that the city's test for promotion to lieutenant was unfair. The Supreme Court's rejection of the appeal upheld an appellate court ruling that said most public employees have no constitutional right to be promoted because of the results of job-related exams.

KENTUCKY — The Jefferson County (Louisville) correction department was forced to release 80 low-risk prisoners earlier this month because of overcrowding in the jails.

OHIO — The trustees of Colerain Township are marshalling their forces to fight attempts by a citizens' group to reinstate the local police department. The trustees abolished the force last month in a money-saving move, turning police responsibilities over to the Hamilton County Sheriff's Department. A group of Colerain residents has petitioned the county's Common Pleas Court to reinstate the department.

Jack Gower, 52, who has been police chief of Evendale since 1981, retired on Feb. 10. Lieut. Steven Bowyer has been named acting chief of the 17-member department.

A fact-finder with the State Employee Relations Board has been asked to help resolve stalled contract talks between the City of Middletown and the local Fraternal Order of Police. R. Dean Horton is due to make his recommendations by Feb. 28, at which time both sides will have seven days to accept or reject his findings. Pay is said to be one of several unresolved issues in the contract dispute. The old contract expired Dec. 31.

Plains States

MINNESOTA — Lieut. Raymond Presley, the former head of the Minneapolis police internal affairs unit, was ordered suspended without pay for 20 days last month for what police officials called "a pattern of non-attendance and absence from the job." Presley, 55, is the department's highest-ranking black officer. He is now assigned as a burglary detective in the Second Precinct, a demotion in status but not in rank. The suspension was due to begin on Feb. 3.

MISSOURI — The town of Glendale was rocked last month by the sudden resignation of Cecil H. Livesay, the town's police chief for the past 20 years. Livesay's resignation was turned in less than a week after a search of his home turned up bookmaking records, along with shredded wagering sheets for basketball,

hockey and other sports. Although no arrests have been made, Federal authorities say that Livesay was apparently involved in a large-scale sports bookmaking operation. Richard Black is Glendale's acting police chief.

Officials of the St. Louis city and county police departments are said to be considering the establishment of a joint police training academy.

NEBRASKA — Washington County Sheriff William Gutschow was acquitted by a Federal court jury Jan. 23 on a charge that he deprived an unruly jail prisoner of his civil rights by striking him and ordering a deputy to spray the prisoner with Mace. Gutschow testified that he was attempting to prevent the prisoner from injuring himself as he banged his head on the jail cell's concrete floor last May. It took jurors two hours of deliberating to reach the not-guilty verdict.

Southwest

ARIZONA — A State House committee has approved a bill that would mandate a 25-to-life prison term for second rape convictions. A similar bill was defeated last year in the State Senate.

The State Senate has approved and sent to the House a measure that would allow private companies to operate the state's adult prisons. A similar proposal was approved by both houses of the Legislature last year, but was vetoed by Gov. Bruce Babbitt. Private-prison efforts have been strongly opposed by organized labor groups in the state.

Far West

CALIFORNIA — Two members of the Los Angeles police bomb squad were killed while trying to defuse a pipe bomb on Feb. 9. The incident began the day before, when officers served a search warrant at the North Hollywood home of a man suspected in the shooting of a local union official. The officers discovered two pipe bombs and called in the bomb squad. Detective Arleigh McCree, 46, and Officer Ronald Ball, 43, were working on one of the devices when it exploded, killing both officers.

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Police changing policies on domestic violence

Studies that demonstrate the effectiveness of arrest in cases of domestic violence have prompted police agencies across the country to reexamine and change their policies on intervening in family situations, a new report states.

A report by the Crime Control Institute noted that the number of police departments encouraging arrests for domestic violence has tripled over the last year. In more than one-third of the cities of over 100,000 that were surveyed in 1985, police agencies reported that they had policies encouraging arrests. Prior to an experimental project conducted in Minneapolis, only 10 percent of the departments surveyed had such policies.

The Minneapolis experiment, funded by the National Institute of Justice and conducted from 1981 to 1982 by the Police Foundation, showed that arrest of the abuser was more effective than two non-arrest alternatives in preventing future violence over a six-month period.

Minneapolis Police Chief, Anthony V. Bouza, who is chairman of the Crime Control Institute, said that while legislation is needed "first and foremost" to enable police to make arrests for these crimes, the discretion of police officers in dealing with such matters must be sharply restricted. "Basically, force them into making these arrests where they have probable cause and evidence,"

Bouza said.

However, both Bouza and the institute's president, Lawrence W. Sherman, cautioned against legislation that would require police to make arrests in all cases of misdemeanor domestic assault, regardless of the circumstances.

"The research on this complicated question is just beginning," Sherman said. "Police need to have the flexibility to respond appropriately to new findings. The more pressing legislative problem is in the many states, such as Maryland, which still unnecessarily forbid police from making such arrests unless they've witnessed the offense."

Bouza warned against adopting

the "simplistic view" that arrests should be the only response in cases of family violence. "Complex problems don't give way to simple solutions," he said. "Much more research is still needed."

While about half the states have legislation dealing with police response to domestic violence, Sherman said many departments are hesitant to implement a policy of arrest. "When Virginia passed a law in 1982, most of the departments surveyed said they didn't want to use it. Now there are more departments in Virginia that are using it."

For too long, Bouza observed, police have been guided by "too much discretion and a kind of masculine psychology — a man's home is his castle, she probably had it coming, she's not gonna press charges in the morning so what's the use..."

Sherman said that while the 300 percent increase in departments that encourage arrests in domestic cases is impressive, the fact that such action is encouraged by the department does not necessarily mean that officers are doing it. In some departments, he said, either the officers are unaware of the policies or are simply not implementing it. "If chiefs went to see more arrests made," Sherman said, "they have to keep being vigilant."

While the percentage of police departments reporting actual arrests for domestic violence has increased from 24 percent in 1984 to 35 percent in 1985 for those agencies surveyed, the largest response category, according to the institute's report, was "don't know." Usually, the report said, departments keep no separate statistics on instances of domestic assault.

Houston maps change with alteration of beat boundaries

The Houston Police Department has added a new wrinkle to its neighborhood policing thrust with the reconfiguration of its beat allocation plan to equalize the workload among police stations and provide better police visibility.

The department's beat system has not been changed since 1973. At that time, said Sgt. J. C. Mosier, beats were established according to natural boundaries such as railroad tracks or boulevards. "Some neighborhoods were actually being serviced by two different stations," Mosier said. "Under the chief's idea of community policing, we wanted more of a neighborhood concept in our districts."

According to David Kessler, the manager of the HPD's operations analysis section, the department had four objectives in redesigning the beat system. One problem, identified by Chief Lee P. Brown shortly after his appointment, was a lack of police visibility. "We wanted to maximize police visibility," Kessler said. "We wanted to stop police

congregating on main streets and get them back into the neighborhoods."

In addition, Kessler said, the city's rapid growth has slowed police response time. Kessler said that in one large district, the congested traffic on the main street — which also serves as a major thoroughfare — could triple the amount of time spent at an intersection. "Red lights and sirens can't make the traffic clear away," he said.

The new beat plan was also intended to achieve some sort of stabilization of patrol officers' assignments within neighborhoods, Kessler noted. The department has been running an experimental program called DART, an acronym for Direct Area Response Teams, which is designed to increase the interaction between officers and citizens.

"We wanted some congruence between civic associations and officers," he said. "If an officer goes to a civic association meeting, we don't send two officers and say to the citizens in that group 'That guy is your guy' and to another

group, 'This guy is your guy.'"

"We say to the group, 'This is officer so-and-so and he's the officer for your district,'" Kessler said.

An additional point considered in the reallocation of personnel, Kessler said, was the difference in beat sizes. He said some officers had beats so small that they were complaining of boredom just driving around. "We allocated the officers to those beats based on the workload," Kessler said, "rather than to adjust the size of the beat by workload."

The department has its manpower allocation needs on a patrol plan program developed with funds from the National Institute of Justice. The program determines patrol allocation on the basis of the number of calls received, how much time is needed to respond and what policy direction the department is headed in. In Houston's case, Kessler said, better police visibility was a priority for the force, so the factors inherent in improving police visibility were built into the allocation program.

New York talk turns again to merger of police forces

As the month of February winds down, having once again brought with it the traditional appearance of the ground hog on the second of the month, so too has New York City's public safety "ground hog" emerged from its hole in the ground — the city's subway system — to continue the ritual search for a shadow that may foretell the merger of New York's major police agencies.

The consolidation of the New York City Police Department and the New York City Transit Police, which has been proposed and studied on and off for more than a decade, is once again a hot topic of discussions between Mayor Edward I. Koch and the administration of the Metropolitan Transit Authority. Although Koch and the transit agency have apparently decided to merge the two police forces, no final agreement has been made, according to MTA chairman Robert R. Kiley. The Mayor's press secretary, William Rauch, said that while some issues have yet to be settled, "the operational issues have been resolved."

According to some city officials who were present at a January meeting on the merger, Kiley has agreed not to oppose the substance of the plan. While it is possible that the plan may be brought before the MTA board as early as Feb. 28, mayoral advisers said the oft-proposed merger could be further delayed.

According to Thomas Reppetto, president of the Citizen's Crime Commission of New York and an advocate of consolidation, realization of the merger "is very possible" for this year, but, he added, "until the MTA board considers the issue, it is just speculation."

Under the plan, officers of the consolidated department would receive the same pay and go through the same training as they

do now. Transit police also undergo special training to familiarize them with the inner workings of the subway system, and any officer assigned to transit duty in a consolidated force would have to undergo that training.

While it has been stated that Police Commissioner Benjamin Ward would be in charge of the merged force, it remains unclear as to how the overall command structure would be organized. According to police officials, a transit division or bureau might be established, with offices in central precincts.

Mayoral aides who support the merge say that Kiley and MTA president David Gunn have received assurances that the merger would not result in subway patrols being understaffed and that Kiley's anti-graffiti program would be given support. Kiley and Gunn have both expressed concern that officers might be taken out of the subways and reassigned under a consolidated police department.

The merger may yet have to reckon with the strident opposition of William McKechnie, president of the Transit Police Benevolent Association. McKechnie has warned that if a merger does occur his union will sue on the grounds that any such consolidation requires enabling state legislation. "We'd be in court before the ink is dry on the paper," he said.

City attorneys maintain that a consolidation could be achieved by a vote of the MTA board.

McKechnie has charged that consolidation will lead to a reduced police presence on the subways. Adding that the cost of a unified police communications system would be prohibitive, McKechnie called the merger plan a "pig in a poke" and said, "It stinks."

Going it alone:

LAPD to buy \$6M 'print computer

Los Angeles Mayor Tom Bradley has agreed to the purchase of a \$6 million computerized fingerprint identification system for the city's police department.

Bradley had initially asked the City Council to delay the purchase of such a system, recommending instead that the police department tie into the countywide system that is eligible for state funding.

The council, however, sided with the police department in maintaining that the countywide system was too small to accommodate the city's needs. According to Police Chief Daryl F.

Gate, the city's new fingerprint identification system will probably be in operation by early next year.

Bradley had been criticized for trying to delay action on a system that has been hailed as a quick way of identifying criminals. The city system would be similar to the state fingerprint system that helped police identify a suspect who has since been arrested in the "Night Stalker" homicide case. Los Angeles police currently use a tedious manual method of matching fingerprints.

It has been estimated that the new computer would enable police to clear an additional

25,000 cases a year. Currently, investigators lifting prints from a crime scene must determine manually which finger and hand the print belongs to before they are able to identify a suspect. To accomplish this for the millions of prints now on file would take 64 years, Chief Gate said. With the new system, identifications could be made in 27 minutes, he said.

The money to pay for the new system will come from either Federal and state surplus funds set aside for police work on narcotics-related crime or from the city's general fund, according to Councilman Zev Yaroslavsky, chairman of the council's Finance and Revenue Committee.

People and Places

Human relations

"Do unto others" is the rule of thumb for Washington, D.C., police officer Stephen "Mike" Lee as he combs the capital district's alleys for the city's homeless.

Two years ago, Lee's warm manner and non-confrontational style convinced his superiors that his focus should be on street people. "A lot of homeless people are tired of authority," Lee said. "They walked away from it. I talk to them nice."

Calling them "my people," Lee knows his charges only by names such as Tent Man, Sky King, Preacher, Guitar Freddie, Lucky and Pop. Lee often spends his off-duty time trying to find shelter for a homeless person or locating someone on whom he's received a complaint.

Lee, who carries file cards on his charges, knows of one woman who took to the streets after having a nervous breakdown. Another elderly woman is dropped off at the bus stop by her landlady for days at a time, and there's still another middle-aged couple who prefer to spend their nights in the park rather than at a city shelter, where they would be separated.

Said Lee of the overall situation for the homeless, "It's starting to look like the Depression now."

Hiding in plain sight

After staging what was said to be one of the most bizarre disappearing acts law enforcement officials had ever seen, Arthur Hess, the former police chief of Columbia, S.C., was arrested at Disney World last month along with a co-worker after having been missing for seven months.

Hess had disappeared to avoid going to jail for three years on charges of official misconduct and obstruction of justice. Now he faces additional charges of contempt of court and disappearing while awaiting sentencing on the previous charges.

Hess had originally been brought to Columbia to clean up the local police department. Instead, he was arrested and charged with accepting a bribe.

While the bribery and extortion charges were dropped, Hess was convicted of obstruction and misconduct. His appeals were

nearly all used up and Hess faced the growing prospect of having to serve his three-year sentence. In the spring of 1985, a U.S. magistrate recommended that Hess start serving his term even if he continued his appeals.

Hess's bloodstained car was found at a Columbe shopping center on June 7 but an analysis never proved conclusively that the blood was actually his. His companion's bloodstained car was found ten days later in Augusta, Ga.

Hess and his traveling companion, Mary Daviea McEacern, were spotted at Epcot Center by two couples from South Carolina, said Hugh Munn, a spokesman for the South Carolina State Law Enforcement Division. "One couple followed Hess and McEacern around to various shows," said Munn. "The other couple alerted security."

Security officials notified the police and trailed them until the FBI arrived.

All in the family

After a year in office, the honeymoon may be over for the first female police chief of a major U.S. city. For Chief Penny Harrington of Portland, Ore., the word trouble is spelled u-n-i-o-n.

At issue is the city's burglary rate — 40.8 per 1,000 residents — which ranks highest in the nation for the third year in a row. The police union says the persistence of this dubious distinction stems from incompetence on the part of Harrington and Mayor Bud Clark. Clark appointed Harrington in January 1985 just after he took office.

Harrington and Clark both see the city's burglary problem as attributable to jail overcrowding that has resulted in a "revolving door" policy on jail cells. "When we arrest burglars, they don't go to jail," Harrington said. "We just give them a citation and they go out and burglarize some more."

"Our arrest rate was up 26 percent last year," she said, adding that police are arresting the same burglars over and over until they come to trial. Prison terms have also been shortened to make room for new convicts, she said.

Harrington maintains that sexual prejudice lies at the heart of much of the criticism directed at her — a claim that union president Stan Peters and other critics steadfastly deny. In a survey of the police union's 760 members,

according to Peters, 91 percent of the 481 officers who responded rated Harrington's job performance as poor or below average.

Mayor Clark, meanwhile, has said he is pleased with Harrington's performance. "Our problem is with lack of jail space, not the police," he said. On four occasions in recent years, voters in Portland and throughout the state have rejected special taxes to pay for new jails and prisons.

The Multnomah County District Attorney, Michael Schunk, also spoke favorably of the effectiveness of Portland's police. "You have a problem of strife between management and the employees," he said.

Schuck noted, however, that the Portland Police Bureau has been less effective than it could be when it comes to narcotics enforcement. "We're relying more and more on Federal investigative resources in narcotics cases," he said.

Peters voiced concern about narcotics enforcement as well, saying that Harrington's leadership in that area had turned Portland into "the drug capital of the Pacific Northwest."

Peters has also accused Harrington of nepotism, citing the chief's recent appointment of her sister, Capt. Roberta Webber, as chief of personnel. Harrington defended the move, saying her sister "was a captain long before I became Chief and I wanted her in personnel because she has a commitment to affirmative action, which we need in this department."

The chief's husband, Patrolman Gary Harrington, has worked in personnel for several years. Lieut. Ron Webber, Chief Harrington's brother-in-law, was recently transferred to command of the homicide division "because the chief of detectives asked for him," the chief said.

Divine rights

In a contest between church and state in New Hampshire, the score so far is Church 1, State 0, following a ruling by the state's Public Employee Labor Relations Board that allows Nashua police officer Fred Williams to attend church services during his Sunday lunch break.

The city's Police Chief, William Quigley, had barred Williams from passing his lunch period at a local parish, saying that church attendance by any officer on his Sunday meal break could be construed as loitering and would effectively place the officer out of reach during an emergency.

Other city police supervisors asserted that Williams' attendances at church while on his lunch break was unprofessional and disruptive.

Williams, however, contended that he was being harassed for his union activities. The International Brotherhood of Police Officers argued the case before the

board.

Williams, 28, acknowledged in front of the labor relations board that he was engaged in union recruiting activities, and he had previously testified on behalf of another officer the department had tried to dismiss.

The board found the management's explanation of the whole episode to be "incredible."

"The very explanation given, that an obviously clean-cut and responsible officer attending church discredits the police department, is remote," said the board.

The board directed the department to remove from Williams' file a yellow letter instructing him against attending church while on duty and specifically while on his lunch break. The department was also directed by the Nashua Police Commission to stop "any further interference with the normal rights of police to use their lunch periods as in the past or to, in any other ways, discriminate against Officer Williams on account of his union activities."

Even assuming that the police department's administration seriously believes in the position it took, the board said, it cannot be denied that the department was aware in detail of which officers were engaged in what activity and that feelings ran high about the union.

Williams testified that both his captain and his chief had informed him that he could go home, go to a restaurant or visit his wife on his lunch break, but he had been expressly forbidden to park his cruiser outside of the First Church of Nashua and listen in the hallway to the pastor's sermon.

"The problem is," said Capt. Raymond Cabana, "what do I tell the officer who wants to go see a movie for 20 minutes, or shopping or even shoot pool?"

According to City Attorney Steve Bolton, no decision has been reached on whether to appeal the labor board's ruling.

"Needless to say, we're disappointed," he said. "The fact is, regardless of the board's finding, the chief of the Nashua Police Department is a decent, honest, hard-working man."

Police union officials hailed the board's decision saying it will effect all of New Hampshire's unionized police forces.

"It's a message to police that union members do have rights and they're going to have to be respected," said Harry Dougherty of the IBPO.

Freedom of choice

In his second swansong of the year, Syracuse, N.Y., Police Chief Thomas A. Sardino has retired in order to give a newly elected mayor a free hand in picking his own police administrator.

Sardino's term as president of the International Association of

Chiefs of Police (IACP) ended just four months ago as well. Sardino had been a cohesive force in keeping the organization's head above water during an 18-month period wracked with financial and management crises.

According to Tom Carroll, a spokesman for Mayor Thomas G. Young, the decision on the Mayor's part to name a new police chief in no way reflected on Sardino's performance. "The Mayor would like to bring a brand new police chief in with him," Carroll said.

Sardino joined the Syracuse force as a patrolman in 1953, and over the course of his career he worked in every unit, bureau and division of the police department, culminating with his appointment as chief in 1970. During his rise through the ranks, Sardino achieved the highest score ever recorded on the New York State captain's exam.

As chief, Sardino was active in the New York State Association of Chiefs of Police and has taught at numerous universities and community colleges. He is also the author of three texts on police administration and training.

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What They Are Saying

"NRA is not, never has been and never should be the spokesman for law enforcement."

Jerald R. Vaughn, executive director of the International Association of Chiefs of Police, on the hotly-contested Federal firearms bill. (1:1)

Chicago notes progress in war on gangs

Analysis

By Gad J. Bensinger

The war on gangs in Chicago entered a new phase in 1985, with a modification of the Chicago Police Department's traditional hard-line antigang strategy and the initiation of some new approaches that speak to the realization that combatting gang violence is an "all hands on deck" proposition.

This writer previously reported [LEN, Feb. 25, 1985] how in late 1984 the city of Chicago was stirred to outrage by one particular violent event — the murder of Benjamin Wilson, a 17-year-old high school basketball star, by a gang-affiliated youngster — which forced the city to reexamine the entire problem of gang violence. Consequently, in December 1984, the Mayor's Task Force on Youth Crime Prevention was established with a mandate to hold public hearings and offer recommendations for alleviating gang violence.

January and February of last year brought a flurry of community meetings throughout the city, with hundreds of residents in attendance at the public forums. As recounted in the task force's official report, issued on March 6, there were several common threads to the suggestions offered by participants at the meetings: Parents must take control of their children; school children need someplace to go for after-school activities; students should be dissuaded or prevented from dropping out of schools; youths need positive alternatives to gangs; communities must act against gangs; drug dealers must be incarcerated.

Based on the information generated from the public, the task force concluded that the city needed a three-pronged attack on gangs and youth crime that would include community and parental involvement, crime-prevention programs and law-enforcement activities. The core of the antigang program proposed by the task force and even-

tually implemented by the city administration has come to be known as the Chicago Intervention Network (CIN).

The Chicago program, modeled after a similar program of gang-crime prevention in Philadelphia, uses teams of workers who try to prevent gang fights through street mediation. Along with the police and other community agencies, CIN also attempts to create meaningful alternatives for gang members. To implement the program was divided into nine service areas, five of which are considered "high risk" because of the high incidence of gang-related crime. CIN teams have been formed to coordinate and mobilize crime-prevention activities on the local. Moreover, concerned community residents in each of the nine service areas have been invited to join area advisory councils that are responsible for identifying local needs, setting priorities and making recommendations regarding antigang activities. The success or failure of the CIN program can be seen to hinge to a large extent on the cooperation and commitment of neighborhood-based programs that provide direct services to youth. Such programs have been linked to the Chicago Intervention Network through formal contractual arrangements as well as informal cooperative ventures.

More than \$3.2 million in Federal community block grant funds were committed to the gang intervention program in 1985. Approximately \$1 million was allocated to the city agency responsible for the implementation of the CIN concept, and the rest to programs that provide alternatives to gang involvement, victim assistance programs, community-based crime prevention projects such as neighborhood watches, and to agencies that assist families of gang members through counseling and recreational activities. In addition, the Chicago archdiocese committed \$250,000 to fund a youth center and several after-

school programs in the city. Still more funds have been provided by charitable organizations and civic groups.

As the city intensified its efforts to promote after-school activities to keep youths away from gangs, the State Legislature considered and eventually passed several antigang crime measures to reduce and deter gang-related activities in and around schools. One such measure establishes zones within 1,000 feet of all schools and provides for stiff penalties for selling drugs within those zones. Under this law, a drug dealer faces a mandatory minimum prison sentence of six years and a \$500,000 fine. Possession of guns in school now carries a three- to five-year prison sentence and a \$10,000 fine, and gang recruitment of a juvenile by an adult using threats or intimidation carries a penalty of up to seven years imprisonment and a \$10,000 fine.

With the passage of stiffer laws came the new realization that the law-enforcement agencies responsible for combatting gang crimes in the city must become more effective and efficient. To that end, greater coordination and cooperation between the police, prosecution, courts, probation and corrections has been agreed to. As a direct result, more gang members than ever before were committed to the Illinois prison system in 1985.

While it is too early to evaluate the effectiveness of these new strategies in the war on gangs in Chicago, one can be encouraged by the fact that gang-related deaths dropped in 1985. There were 644 homicides in Chicago in 1985 (a 17-year low, and 77 fewer than the previous year), although police statistics are not clear on how many of those homicides were actually related to gang violence. Chicago police statistics list under the heading of gang-related homicides only those killings that are associated with organized gang activity. Therefore, as pointed out recently in The Chicago Tribune, even the

1984 death of Benjamin Wilson, which gave the impetus to the CIN program, was not categorized by the Chicago Police Department as a gang-related homicide, but rather as a simple homicide. Attempting to clarify the statistical picture for 1985, the Tribune conducted an analysis of gang killings in Chicago using the Los Angeles Police Department's formula. Thus, counting every killing that involved a gang member as a gang-related homicide, the newspaper found that the number of murder victims age 11 through 20 dropped 38 percent in the first 11 months of 1985, and that 89 of

the 86 victims had some connection to gang activity.

As should be expected, gang-related crime statistics will be monitored carefully in the coming year. If a trend develops and the CIN program is deemed successful, it may well offer a model for those cities that continue to adhere to the weatherbeaten belief that the war on gangs can be won solely through police intervention and action.

Dr. Gad J. Bensinger, a frequent contributor to Law Enforcement News, is an associate professor of criminal justice at Loyola University of Chicago.

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Goodyear's 'sandwich' is secret to new, lighter ballistic armor

Engineers at Goodyear Aerospace have designed a new ballistic armor which is 25 percent lighter than other armors but still provides the same level of protection.

Spaced Armor, which is currently being tested by the Air Force for possible use in military shelter, is composed of several layers of metal and fabric. Its one-way design can stop a bullet up to a .30 caliber armor-piercing projectile, while allowing defenders to shoot out through the armor.

The secret of Spaced Armor, said project engineer Robert M. Brown, is its honeycomb design which slows down bullets and of-

fere greater structural strength.

The armor is a metallic sandwich of steel, a sealant and an aluminum alloy on the outside. Next comes a resin-impregnated synthetic material designed in a honeycomb pattern. The inside layer of the armor is a ballistic cloth such as Kevlar or fiberglass.

The armor does not stop the bullet by sheer force, Brown said. Rather, the bullet is slowed down and broken into fragments, then caught in the ballistic cloth.

The new armor could also be made to match the existing decor or wallpaper of a structure such as an embassy.

Spaced Armor "is just one of

the things we tried," said Brown, "and it worked."

Defenders can fire back because their bullets go through the honeycomb and ballistic cloth at muzzle velocity. When the bullet hit the aluminum and steel, they break into fragments, spraying shards of metal from the 2-inch hole into a circle 4 to 6 feet across as they travel about 25 feet.

Spaced Armor, Brown said, was created to stop ammunition from high-powered weapons such as the M-16 rifle, whose bullets travel at 3,400 feet to 3,500 feet per second. Bullets from handguns such as a .357 Magnum are much slower.

Blocked grants:

Federal grantees face Gramm-Rudman fire

Continued from Page 1

"much better off," she noted, "in fact, they're going to be worse. They're going to be cutting back generally and won't have the money to do any sort of innovative programming."

According to one Washington source, one of the more "awkward" aspects of the cut in block grants for state and local criminal justice programs is the conflict that may result from the timetable of Gramm-Rudman and the legal right a state has to receive its funds.

Federal law requires that a state's application for a block grant be logged in the Justice Department's grant administration office. The department then has 60 days to award the block grant. If the grant is not awarded

within that period, the grant is automatically awarded to the applicant.

"Under the cutbacks from Gramm-Rudman and the rescissions by OMB," the source said, "it is conceivable that state grantees, like New York State, have already submitted their application for funding under the current budget under the Department of Justice."

Whether or not this becomes a conflict, he said, depends on how soon and how well the Department of Justice corresponds with each governor and tells him of the changes in funding and the possible elimination of funding for block grants. "The net effect may be, in some states, suits against the Federal Government for failure to award the grant under

the 60-day rule, in spite of what Gramm-Rudman or rescissions may say."

According to Jay Cohen, deputy commissioner of the New York State Division of Criminal Justice Services, the state receives \$3 million annually in funding for juvenile justice projects, two-thirds of which is passed on to local agencies. In addition, the state has just begun receiving funds for three programs, including victim compensation and assistance efforts, for a total of \$10 million in Federal assistance.

Cohen said that some of this money, if not all of it, is in jeopardy. The programs will all face a 4.3 percent cut under Gramm-Rudman, and the Administration has asked that money in the fiscal 1986 budget for these programs

be rescinded. "It is unclear whether Congress will go along with that," Cohen said, "but if that were to happen, we'd be in big trouble."

Cohen added that the state is always a year or two behind in terms of Federal money. "This money has a life that goes beyond the Federal fiscal year in which it is obligated," he said, "so the impact of Gramm-Rudman will probably be slow in coming."

The state has not yet used the money awarded for fiscal 1986, Cohen said, since funds from fiscal 1985, which the Federal Government considers spent, is still being used for a variety of programs. "When we get past that point and we have no more 'old' money to spend, the impact of Gramm-Rudman on these pro-

jects could be substantial. We're just not going to be able to fund those that are going on or fund new ones."

Cohen said the Administration has been attempting to eliminate juvenile justice grant programs for years, but added, "It is our hope that they won't be able to eliminate it entirely."

"We have programs all over the state in the juvenile justice area that deal with alternatives to detention, providing mental health services to kids who need it, job services, training standards for agencies in the juvenile justice system," Cohen said. "Any substantial cutback in the program would have a major impact on projects. Some of them have been going on for a year or

Continued on Page 14

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Haunting questions seen in moonlighting

Perhaps as many as one-fourth of the nation's police officers moonlight in private security



Burden's Beat

Ordway P. Burden

jobs, and the number may be growing with the steady expansion of the security field. The

phenomenon raises a number of troubling questions for police administrators.

Among the questions: Should a moonlighting officer be allowed to wear his uniform, badge and gun? If so, is he acting in his official capacity, even though he is being paid by a private business? Is there a possibility of conflict of interest if a police officer operates his own private security firm? Is it fair to all taxpayers to — in effect — provide extra police protection

for those who can afford to pay? What if an officer has been hired by a store to discourage shoplifting and he spots a drug deal? Does he make an arrest? The manager doesn't want his store to become known as a drug hangout, so where does the officer's duty lie? And what about liability if a moonlighting officer is sued after shooting somebody? Who pays?

Police agencies have responded to this con of worms in a variety of ways. Some forbid moonlighting in private security. Others allow it, but with restrictions. A few have no rule at all. Still other departments not only allow it but make assignments, handle the payments from private employers, and pay the officers from the proceeds.

An example of the latter is New Haven, Conn. About 150 of the city's 350 police officers regularly moonlight at malls, supermarkets, construction sites and housing developments with the blessing and, indeed, assignments from the police department. In 1984, the officers grossed \$1.4 million for this off-duty work, and the city collected \$70,000 for its trouble in assigning officers, according to The New York Times. Said Police Chief William F. Farrell, "These police officers are an extension of our police force, at someone else's expense. That's a plus for us. Without them, we'd have a lot of problems."

The chief said moonlighters are held to the standards of the department. "They're given their specific instructions by the con-

tractor," he explained, "but they're under our general supervision." Nevertheless, some critics have pointed out that moonlighting officers are serving two masters, and situations may arise where they can't please both.

As the demand for police officers has risen in the private security field, the International Association of Chiefs of Police has urged chiefs to keep a close check on it. In 1984 the IACP adopted a resolution encouraging "all chief law enforcement officers to establish policies and procedures regulating secondary employment for sworn personnel in private security to maintain the high quality of professionalism in law enforcement." The resolution eased a previous IACP model policy which recommended that moonlighting in private security not be permitted.

If there is to be a check on the growth of such moonlighting, it may come from the insurance industry. Thousands of liability cases arising from the acts of moonlighting officers are filed each year. "Today a number of cities can't get insurance if they allow moonlighting, so they have forbidden it," said Wayne W. Schmidt, executive director of Americans for Effective Law Enforcement, which monitors lawsuits involving police. He estimated that a thousand cases involving acts by moonlighting officers are now on appeal. "I'm not talking about trial cases," he said. "There might be a hundred thousand of those, who knows?"

Schmidt said there is no discernible pattern as to who gets sued

when misconduct is alleged against a moonlighting officer. "They sue everybody," he said. "Suppose a Chicago police officer is working at a mall outside Chicago, and he pulls his gun and shoots somebody in the Sears store. They're going to sue Sears, the mall, the Chicago Police Department, and the officer. The decisions and settlements in a case like that are all over the place. There is just no way of telling who will be found liable."

Liability varies from state to state, he added. Often it makes a difference whether the officer was moonlighting in his own city or another community, whether moonlighting is approved by his department, and whether he is adequately trained. In most cases, Schmidt said, it makes "zero difference" whether or not the officer was wearing his police uniform.

Schmidt advised that police agencies which permit moonlighting in private security should make sure the officer is covered by an adequate liability insurance policy — at the officer's expense. "There has to be adequate insurance," he said, "plus there should be an agreement that the private employer will indemnify the city for any award that goes beyond the insurance."

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 651 Colonial Blvd., Washington Twp. Westwood P.O., NJ 07675.)

Police groups unite to urge defeat of Federal firearms bill

Continued from Page 1

of law enforcement at heart here," he said. "They are advancing their own institutional concerns and have been totally unwilling to discuss with police how this bill is going to aid criminals. There is a very definite split, no question about it."

But Debbie Nausser of the NRA maintains that law enforcement organizations that were originally in favor of the bill have since changed their tune — at the leadership level.

"We have people who call us and cards coming in from police officers nationwide telling us that the rank and file of many of the police organizations are not against this. They are not being represented by their leadership."

Nausser added that advertisements by NRA explaining the bill have been rejected by law enforcement publications, and that information about McClure-Volkmer is being censored.

However, Jerald R. Vaughn, executive director of the International Association of Chiefs of Police, said that based on indications IACP has received, the bill is the first step toward the total repeal of the 1968 Gun Control Act.

"Weakening existing law at a time when we're starting to see a decrease in violent crime simply doesn't make sense," Vaughn asserted. "There are many provisions of this bill that were drafted in such a way as to make the job of the law enforcement officer much more difficult than it is. An accurate description of this bill would be the 'Gun Dealer Protection Act.'"

In his experience, Vaughn said, he has never seen such unity among police groups. In light of that, he said, the bill has had some benefit: "It's brought us together, opened lines of communication and certainly laid the groundwork for future communication and working together on issues that are beneficial to law enforcement."

"The beauty of it," he said, "is that this coalition represents everybody from the police officer on the street to the chief, to state,

county and local law enforcement. I think that is extremely healthy."

Vaughn also noted that McClure-Volkmer has brought the whole question of who speaks about guns and criminals in this society to a head. "Is it the NRA or is it the police who deal with guns and criminals on the streets everyday? Who is it that says NRA could just arbitrarily say 'law enforcement supports this'? They never asked IACP whether they supported it. They just went out and started telling everybody that law enforcement supports it. NRA is not, never has been and never should be the spokesman for law enforcement."

According to Vaughn, NRA spent \$546,602 on members of the House in its campaign for S.49. Surely, he said, "They expect something in return."

The NRA's Miss Nausser said the discharge petition to get the bill out of the House Judiciary Committee was "a direct result of the committee calling the bill 'dead on arrival.'"

Rep. Hughes has said he regretted the statement by Judiciary Committee chairman Peter Rodino (D.-N.J.) that the bill was DOA. "I don't bury bills," Hughes said. "I think my track record speaks for itself."

Meanwhile, he said, the discharge petition has prevented him from holding public hearings. "It's interesting, they were complaining there were no hearings and now they're trying to discharge my committee and bring it to an up or down vote," he said.

Police Foundation president Hubert Williams maintains that S.49's epitaph is being written right now by law enforcement leadership across the country. "This bill is a bill against law enforcement," he said. "You can't sign a discharge petition for McClure-Volkmer and say you are for police. Once the whole issue is passed and McClure-Volkmer has died the death that it must die, I think that what will come out of it is a debt of gratitude we will owe to NRA for bringing us all together."

Flashback



1971: Out to lunch

Minneapolis Deputy Chief Elmer Nordlund (above, left) and Chief Gordon Johnson settle down to lunches of yogurt and lettuce as part of Johnson's weight-loss program for overweight cops. Johnson started the program after he observed "quite a few fat policemen in the city." Johnson was directed to lose at least 23 pounds, and Nordlund 38. At right, Johnson is all smiles after a weigh-in shows that he lost six pounds during the first two weeks of the program.



Wide World Photos

A dangerous, unconscionable, antipolice bill

By Cornelius J. Behan

When the bill known as McClure-Volkmer was steamrollered, without hearings, through the U.S. Senate in July, it was purported to be a police bill. It is not. It is a dangerous, unconscionable antipolice bill. It will increase the number of guns on the street and, consequently, the chances of cops — and citizens — getting killed.

Following the assassinations of Robert Kennedy and the Rev. Martin Luther King Jr., Congress enacted the 1968 Gun Control Act, which established Federal controls over interstate and foreign commerce in firearms, and made it possible for states to improve their control of firearms traffic within their own borders. That law notwithstanding, carnage on the street continues.

Each day, 50 Americans — at least one a child under 14 — are killed by handguns. That's nearly 20,000 citizens a year who are murdered, commit suicide or die accidentally.

Each year, 70 cops are killed with handguns, 708 in the last 10 years. In the first nine months of 1985, 82 police officers were killed by firearms, 45 with handguns.

The attempt on President Reagan's life by John Hinckley was with a handgun purchased in Dallas and transported to Washington. It was too easy, even under present law.

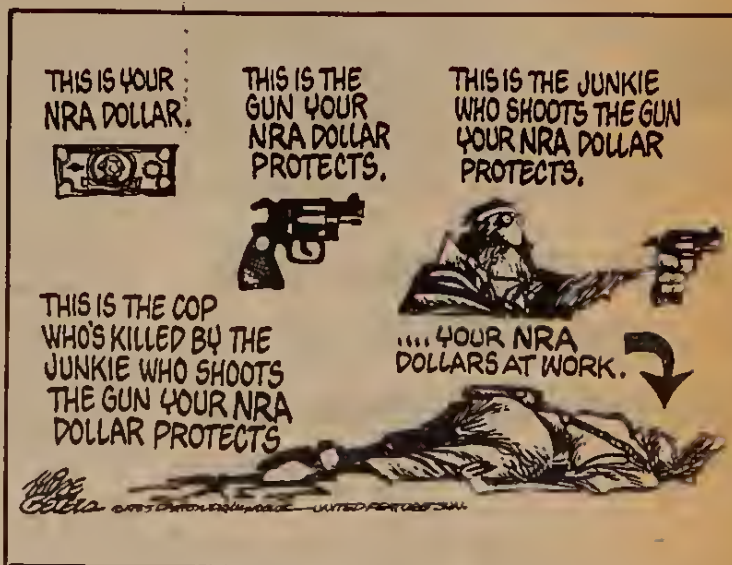
Under McClure-Volkmer, conditions will worsen because gun controls are considerably and unreasonably weakened, making handgun purchase even easier.

There are five basic problems:

¶ At the present time, you can buy a handgun only in the state in which you live. McClure-Volkmer overturns this general prohibition. The change would open floodgates for criminals to buy guns easily — without challenge and without any waiting period. The only restriction this bill provides is that the sale must be legal in the buyer's and seller's states. With more than 23,000 laws, and more court interpretations, it is not possible for a dealer to ensure that sales conform to the laws of all 50 states.

In Maryland we have a seven-day waiting period and a mandatory criminal-records check. In Pennsylvania, there is a 48-hour waiting period, and in New York you must be fingerprinted. Without such waiting periods or other controls, the felons, drug dealers and fugitives need only represent themselves as law-abiding citizens in order to purchase guns. To establish an "honor system" for such poor risks, and to extend trust to those who have proved themselves untrustworthy, is insane.

¶ Congress in 1984 passed a law that mandates a 5- to 10-year prison term for anyone convicted of using or carrying a gun in the commission of a violent Federal felony, a statute obviously applicable only to violent criminal behavior (not to violations of Federal gun regulations by gun owners, collectors or dealers). The McClure-Volkmer weakens this sensible statute in two ways. It requires the Government to prove the felon carried the weapon in "furtherance" of



the criminal act. And it includes a mind-boggling self-defense provision for felons. If a felon uses a gun to protect himself from a "perceived immediate danger," the mandatory sentence could not be invoked.

¶ The Bureau of Alcohol, Tobacco and Firearms, with only 100 agents to police 200,000 licensed dealers, does so through unannounced inspections during regular business hours. McClure-Volkmer requires advance notice of every regulatory inspection and restricts them to one per year. These unwise and crippling limitations would allow unscrupulous dealers to easily conceal violations of the law.

¶ The 1968 law requires all dealers to maintain accurate records documenting the sale of firearms so that law-enforcement agencies can trace a firearm's history in the event it is used in a criminal act.

McClure-Volkmer allows a dealer to transfer firearms to a "personal collection" and, if that weapon stays there for a

year and day, to sell it without any record of the transaction. This would hamper law-enforcement agencies' efforts to investigate and solve crimes.

¶ Present law provides for the prosecution of dealers for violations discovered during inspections, including selling to felons and the mentally deranged. McClure-Volkmer requires the Government to prove the dealer "knowingly or willfully" violated the statute. It implies he can be as negligent as he wants.

Never before has law enforcement rallied behind an issue as it has this one. Handguns are indiscriminately killing cops and citizens, and it will become worse if McClure-Volkmer passes in its present form.

Cornelius J. Behan is police chief of Baltimore County, Md., and president of the Police Executive Research Forum.

Other Voices

A survey of editorial views on criminal justice issues from the nation's newspapers.

No reason to carry a firearm

"Under what circumstances should a private citizen be allowed to carry and discharge a firearm? That issue is at the heart of the New York subway shootings by Bernhard H. Goetz and ought to be a source of concern here under the St. Louis Police Department's gun-permit rules for businessmen. A city businessman only needs to complete a three-day course at the Police Academy in order to obtain a permit to carry a weapon to and from a place of business. The Police Department's gun-permit provisions are too broad and are potentially harmful. Certain extenuating circumstances may make it necessary for some businessmen to carry firearms on a restricted basis. But that's hardly a case for giving a gun permit to any businessman who asks for one and thinks he ought to have one simply because he is a businessman. If there is a compelling need to arm businessmen, there is a corresponding need for annual firearms tests to determine whether a permit owner remains capable of handling a weapon and prudent enough to know when not to discharge it. Otherwise, the weapon becomes a danger to public safety rather than a protection against crime."

— The St. Louis Post-Dispatch
January 28, 1986

Where war on the mob must start

"President Reagan asked for it and now he's got it, from his own Commission on Organized Crime. He boasted only a few days ago about his effective war against the underworld. Now the commission rises to remind bow the Administration's dealings with Jackie Presser of the Teamsters undermine that campaign. Those 'contacts,' the commission asserts, 'can lead to an erosion of public confidence and dampen the desire to end racketeering.' Those are careful yet harsh words for a President who proclaimed in The Times Magazine last Sunday that 'for the first time in our history, we finally have the mob on the run.' But the criticism is fair and cries out for a Presidential response. The appearance of impropriety in such cases can be as damaging as the real thing. As the commission asks, what are union members and the public to think when they see union leaders suspected of criminal ties 'joining hands and breaking bread with the important political candidates and leaders of the country'? Let the President finally acknowledge error."

— The New York Times
January 16, 1986

Letters

To the editor:

I have just finished reading the Dec. 9 copy of LEN. One of the articles there disturbed me very much and gave me pause to wonder about several of the ones that I have read in your paper over the past years.

You published a rather lengthy article regarding [the Illinois Department of] Law Enforcement's takeover of the toxicology laboratory from the Department of Public Health. Your quotes were almost all from Mr. Fletcher, propaganda minister for Law Enforcement. You did not bother to contact me or discuss the problem with anyone closely involved from the public health standpoint.

The statement that evidence regarding a case of attempted homicide was lost was one of the few factual statements in the article. A second fact was that a consultant from California was paid \$10,000 for a two-and-a-half-day job followed by a report that contained nothing but negative statements; most of which were erroneous. The reference to the inac-

curacies of the alcohol determinations and the reasons for those inaccuracies was especially ludicrous and an insult to any scientist with a knowledge of toxicological procedures and interpretations; otherwise, most of the rest of the article was exactly what Law Enforcement tried to get the Legislature to believe when they asked for \$8.5 million to establish a lab of their own. When Mr. Fletcher spoke of a '57 Chevy he grossly misspoke — what they wanted and asked for was a Rolls-Royce to broaden the political base of the Governor, and increase the power of the Illinois State Police.

The entire story is a lengthy an complex one, with the last chapter yet to be written. If you feel that you and your readers deserve the whole truth, I would like to sit down with one of your reporters and discuss the other side of the coin.

JOHN J. SPIKES, Ph.D.
Former Chief Toxicologist
Illinois Department of Public Health

For Jerry Miron, "helping victims is religious work" — not too surprising a point of view when one considers that Miron, the director of the National Sheriffs' Association's victim assistance program, was formerly Father Miron of the Roman Catholic priesthood. But Miron's interest in and convictions about victims' rights are more than spiritual; they speak to a definite sense of practicality from a law-and-order standpoint. It was in the late 70's, while working on the Managing Criminal Investigations project for the University Research Corporation, that he postulated, "Crimes are solved as a result of the information given by victim witnesses... not by detectives or patrol officers," and thus it serves "the best interests of a law enforcement agency to get closely involved with victims."

The right of the victim to obtain justice, according to Miron, is the very foundation of the criminal justice system. Inclined to incorporate historical perspectives into his thinking, Miron traces the history of victims' rights in this country as it shifted from the notion of victim-as-individual in pre-Colonial and Colonial days to the victim-as-part-of-the-bureaucracy in more contem-

porary times. The present crusade for victims' rights is trying to call attention back to the victim as an individual.

Since returning to the ranks of the laity some 20 years ago, Miron's work in criminal justice research and training has taken him into such areas as managing patrol operations, crime prevention, cutback management, prevention and control of urban disorders, organizational studies of large police departments, and numerous others. He has designed and implemented executive training programs for more than 10,000 public officials, as well as having been a university professor and public administrator and having written more than 15 books and numerous articles. To complete the Renaissance-man image, he reads six languages, has served as a parish priest, as principal of a Catholic high school, as chaplain of a Federal prison and, perhaps most strikingly, as a delegate to the second and third sessions of the landmark Second Vatican Council from 1962 to 1965.

The goal of his current work is, simply stated, to change

the manner in which state and local justice systems respond to the needs and rights of victims of crime. In this respect he spends a lot of his time on the road, having designed and conducted more than 50 training programs for some 5,000 participants since 1984. He advocates the use of cards "a la Miranda" that would advise victims of their rights, and partnerships between the private sector and the victim (for example, to allow time off from work for court appearances). He wants to see more states adopt legislation that allows the victim compensation and compassion, and the use of professional interviewing techniques by police officers, rather than "old fashioned interrogation techniques" that treat the victim as a suspect.

Jerry Miron is a voluble speaker with a deep commitment to public service and the professionalization of law enforcement. He has long since abandoned the "white-collar" work of a priest, but he continues to preach — although the gospel is now that of victims' rights, and his pulpit is to be found in numerous executive training sessions around the country. As Miron notes reverently, "I'm carrying out the same ministry."

'Concern about victims is not new to the criminal justice system in America. It is new to the public mind.'

H. Jerome Miron

**Director of the Victim Assistance Program
of the National Sheriffs' Association**



Law Enforcement News interview
by Marie Rosen

LAW ENFORCEMENT NEWS: How did the National Sheriffs' Association first get involved in the victims' business? And just as importantly, why?

MIRON: Part of the interest in victimization goes back to the work that NSA did in establishing neighborhood watch crime-prevention programs 20 years ago. More recently, the Justice Department, through the office of Lois Herrington, the assistant attorney general, approached us in 1983 to put together a concept paper that would help take the results of the President's Task Force on Victims of Crime and transfer those recommendations to the sheriffs and the law enforcement community. The concept paper was reviewed and discussed for several months, and in November 1983 it was translated into a multiyear grant to be given to NSA.

We see our program as a partnership between the Department of Justice's office for victims of crime, the National Sheriffs' Association and the sheriffs in each of the 3,200 counties in the United States. The purpose of the partnership is to take the results of research studies, demonstrations and task force recommendations by the

President and the Attorney General and make them accessible to sheriffs and other law enforcement officials, and indeed, other criminal justice officials. We make these programs and ideas and practices accessible through a national training and technical assistance system. We have enlisted a minimum of five and a maximum of ten members of each of our state sheriffs' associations to volunteer to work with us for three years and to become a task force on victims in each state. We then took those task force members from each state through an intensive five-day training program, held in seven different parts of the country, from January of 1985 to May of 1985.

There were two outcomes that we wanted to see happen in those regional workshops. One was that the task force members would acquire sufficient knowledge and skill to put together a written plan of action by which the training would be repeated to other sheriffs and law enforcement agencies, and by which the association would use its influence to get state laws changed to better serve the needs and rights of victims. The second outcome was that each individual task force member would create a local plan of action that was very carefully delineated, where they would go back to their own agencies and create new policies, new procedures, new

protocols in dealing with others in the area of victims' needs and rights, new training programs for their employees, and new public education and public information programs. We have now over 4,000 people in those state task forces and networks in 43 of the states.

LEN: Any particular reason why the sheriffs' association was chosen by the Justice Department?

MIRON: Number one, the sheriff is an elected official and is accountable to all the people. Two, there had been this long history of community involvement and community relations through the neighborhood watch and victim assistance program. Plus we were at that time the only national law enforcement organization that was geared up to do this kind of thing, given the other law enforcement associations that were having some difficulty in their association work.

LEN: Have those two outcomes that you mentioned been realized?

MIRON: Yes. We published a synopsis of each of those state and local plans of action in a directory of all of our

Continued on Page 10

'Crime has become an enormous issue — an individual, personal issue. Roughly 35 percent of victims report crime to law enforcement, leaving another 65 percent who believe that nobody can do anything.'

Continued from Page 9

task force members. Since May of '85 we've been in our second phase of our multiyear program, which is to go back into the states and work with the task force members, both at the state level and in the multicounty training that is being done. Between May of '85, when we ended up the first phase, and January of this year, we have been in over 32 states. A good example of how all of this works out is the state of Michigan and the state of Ohio. Michigan passed a very comprehensive victims' bill of rights law, which the Michigan sheriffs' association helped to develop. The task force in Michigan invited us to put on a three-and-a-half-day conference in October '85, in which all the sheriffs and their spouses were trained about the Michigan law, the needs of victims, data about victimization, what can be done and model examples of policies, procedures and programs. The spinoff from that has been a series of multicounty training programs in different sections of the state. We went up to Huron and had three counties, including the police chiefs and their staffs, all the sheriffs of the three counties, the prosecutors, county commissioners and community-based group representatives, to the tune of about 200 people for a two-day program. We anticipate being in Michigan on and off for the next several months until all the counties are covered.

Ohio is slightly different situation. The task force from Ohio that was present at our training in January of '85 went back to the Buckeye State Sheriffs' Association, and that association, through an educational foundation that it runs, gave \$60,000 to the task force to implement their state plan. Right after I get back from Michigan I go to Ohio to begin training all the sheriffs there, and then the criminal investigators that are involved in spousal assault, child abuse investigations and elderly abuse. Following that there'll be specialized training for training officers in each of the departments.

LEN: What sort of legislative changes were adopted in Michigan regarding victims' rights?

MIRON: Michigan explored all existing state laws throughout the United States, convened a task force of experts in the whole area of statutory rights of victims, and then created and passed in July of 1985 the most comprehensive victims' bill of rights that currently exists in the United States. It goes from notification that must be given to the victim of any crime — and you define a victim as someone who suffers physical, financial or emotional harm as a result of the commission of a crime. That includes families whose children are victims as well as survivors of homicide victims. Those victims must be informed by the initial investigating officer about their right to receive compensation if they're eligible, about medical services that are available to them, as well as referrals to social and psychological services. The officer must also give them a card that stipulates how this is done. Then, as you move through the processing of a case, there's notification about case status. As you move from case investigation to prosecution the prosecutor has certain responsibilities — notification about delays, notification about schedules, transportation to pretrial conferences. As you continue on into

trial, then you have the rights of victims in trial settings. Along with that are other rights that they have in terms of court-ordered restitution, consultation with the prosecutor on plea-bargaining, notices by the person who's in charge of the correctional facility, whether a sheriff or the commissioner of corrections, about when the offender will be released. There's participation in parole hearings, and in many ways a whole bunch of new rights.

LEN: The concern for victims' rights appears to be a fairly recent phenomenon. To what might you attribute this development?

MIRON: Concern about victims is not new to the criminal justice system in America. It is new to the public mind. For example, in pre-Colonial, Colonial and post-Colonial times, the victim played a key role in the administration of criminal justice in the country. He hired a policeman — sometimes a watchman, sometimes a citizen — to go out and investigate the crime that happened to him. He posted a reward. He hired an attorney to file the charges and to plead his case. Now in that period, up until about 1810, there was an incentive for a victim to do that because most courts that were in existence awarded treble damages to the victim.

With the adoption of the Constitution and the Bill of Rights, and the subsequent development of state constitutions and state criminal codes, the system began to evolve from this one of the private beneficiary being the victim to the bureaucracy. As the states expanded westward, prior to the Civil War and after, these codes became much more clear and the system evolved into a bureaucracy, pushing aside this role of the victim as a partner and treating the victim primarily as a witness and carrier of evidence.

Now when you move into the 20th century, you had the Wickersham Commission in 1931, the very first Presidential commission to look at the administration of criminal justice in America. They criticized the manner in which the justice system handled victims, arguing that victims will lose confidence in the administration of justice unless they're treated with care, compassion and are given information. In 1938 the ABA issued its landmark study of the administration of criminal justice and argued that citizens were being maltreated in the court and trial process. They argued that the state owes an obligation "to its citizens who are victims to make their

not just a public policy issue, but an individual, personal issue. As measured by the National Crime Survey, there were 34 million victims of crime in 1984. Only 11 or 12 million actually reported crime. That means that roughly 35 percent of crime victims, even violent crime victims, reported crime to law enforcement, leaving another 65 percent who are victims of crime out there and who are talking about it but believing that nobody can do anything, not even the justice system. Those two numbers suggest an erosion of confidence, and that leads to the importance of this effort.

LEN: If the attitude of the public were to change to the point where people felt more comfortable with reporting crimes, would the system be able to handle a cascaded increase of the size you're suggesting?

MIRON: Even if there's an increase in the reporting of crime to law enforcement, there is still somewhat of a constant absence of solvability factors for a lot of crimes — no witness, no suspect, no traceable property, things like that. So there would be a kind of natural erosion of the number of cases even if there is an increase in reporting. If, however, there is an increase in reporting that results in an increase in the solvability of those cases, then the system as it's currently structured and financed would be overloaded. It already is.

LEN: How responsive have police and sheriffs' personnel been to victims' rights standards? Any pockets of resistance to these changes?

MIRON: Once the issues are explained, once the data are presented and the needs of victims are clarified, and once the rights of victims are defined by state statute, there is an interesting thing that happens to the individual officer on the street — and we deal with a lot of those individuals in our training. They identify with the needs of victims because they themselves know what being a victim is. They themselves have been shot at, or their friends have. They've been assaulted. They understand the effects, the physical, financial and, above all, the emotional effects that a victim experiences. If anything is certain about the role of the officer or the feeling of the officer toward the victim, it is that they know what victimization is. They have to investigate the murders, the rapes, the assaults, the child abuses and so forth. What has been new for them is the recogni-

'If anything is certain about the feeling of the officer toward the victim, it is that they know what victimization is.'

sacrifice less difficult." Back in 1931 in a U.S. Supreme Court decision, Judge Benjamin Cardozo synthesized much of this concern about victims by saying that justice, though due to the accused, is due to the accuser also — the victim. He argued further that we must not strain the notion of fairness to the defendant until it is a thin filament; we must keep the balance true. Now, the balance was subordinated a little bit in the explosion of defendants' rights by Supreme Court decisions in the 50's and 60's. In the mid-70's, LEAA began to look at the issue of victims' needs and victims' rights, and spent \$50 million in demonstration grants during the period from 1974 to 1979. The effect of that accumulated evolution plus the LEAA investment began to stimulate a new interest from the legal side, the judicial side and the operational side, but still in all, as the ABA said in 1975, victims are still the last beneficiary of the justice system.

All of that lays as a solid intellectual and historical foundation for what becomes an explosion of interest and concern for victims, particularly stimulated by the President's task force report on victims of crime, and even more than that, by the work of the chairman of that task force, Mrs. Lois Herrington, who was subsequently appointed as assistant attorney general. When she was appointed in 1982, right after the task force report was released, one of her first steps was to reach out and touch individual organizations that could work in partnership with her. It's one of the best examples of a Federal-private-intergovernmental partnership that I've seen work, and part of it is due to the readiness of the American public to look at the issue of victims' needs and victims' rights.

All this in turn is driven by the extent of victimization in this country. Crime has become an enormous issue —

tion that others are concerned also, their own superiors, the state legislatures and the system itself, and they welcome the change. I have yet to find any reluctance on the part of officers; indeed, I find great enthusiasm and excitement about it, almost to the point where even the old-time officers are saying, "This is why I signed up originally, to provide care and support as well as investigation of crimes against victims."

LEN: Does the work being done by NSA and local sheriffs' departments duplicate any efforts undertaken by local police departments?

MIRON: When we began this program, I did a quick survey of all of the 3,200 sheriffs' departments in the country, and the percentage of existing programs to assist victims is minuscule — 10 percent out of 3,200 counties, and split among community-based, police-based and prosecutor-based. Since we did that survey in 1984 there's been a surge of interest, but even with that surge, motivated in part by money from the Victims of Crime Act of 1984 and the Justice Assistance Act of 1984, there still is a greater need of victims than there are organized programs. One of the things we stress in our training is the need to coordinate and collaborate with existing resources so as to avoid duplication. But I don't see that as a problem and it will probably never be a problem. There's just not that much there.

LEN: Do your surveys indicate which types of crime victims are most likely to come forward to seek assistance?

MIRON: That's a good question. Generally, according to a recent survey by the Bureau of Justice Statistics, there is no one class of victims, whether by type of crime

LEN interview: Victims' advocate Jerry Miron

or by victim characteristics, that is more prone to report crimes to the police — except ones. More blacks report crimes to the police, in most categories, than do whites. For example, of the total percentage of crimes of violence — robbery, aggravated assault and simple assault — that are reported to the police, 54 percent of the reporting is done by blacks. When you get over to property crime the same things hold, with more blacks reporting than whites, except in terms of household larceny. I don't know what all that says, but it adds an interesting ingredient to the discussion and debate about public confidence in law enforcement.

LEN: In your experience, what types of services are most in demand by victims?

MIRON: The most dominant need that a victim has is to be informed and advised about what to do. Secondly, victims have expressed a need, depending on the type of crime they've been associated with, for more care and compassion by the initial on-scene officer and the representatives of the justice system that the victim deals with. For example, the American Psychological Association did a major study on crime victimization, published last year as a sort of spinoff of the President's task force report. The APA recommended that if the first responder to the crime victim, whether it be an officer, a neighbor, a friend or a relative, were to speak and behave in a positive, supportive manner, then that kind of behavior would probably prevent long-term, post-traumatic stress disorders associated with the victimization. What do they mean by positive, supportive behavior? They meant words like, "I'm sorry it happened"; "You're safe"; "You're not to be blamed"; "It wasn't your fault"; "I'm here to help you." Simple little neighborly things. Now of course those words must be supported by body language, at least in the case of the first official public-safety responder. Instead of interrogating the victim, interview the victim. There's a very strong distinction between interviewing skills and interrogation skills. Officers are well skilled and trained in how to interrogate a suspect. They're not well trained to interview a victim. The difference between the two is, say, the same as the difference between the good guy/bad guy detective routine and someone like a Johnny Carson interviewing one of his guests. Totally different environments, body language, settings and so forth. It's in the best interest of the first responder to adopt and develop those interview skills along with the supportive behavior. Why? Because the victim has information, and the victim's participation in the investigation may result in the clearance of the case. As Lois Herrington put it in her report, the criminal justice system is absolutely dependant upon victims; without the victims there is no justice system.

LEN: When the NSA program was launched, were there any model programs available for you to adapt or replicate in part?

MIRON: There are two examples that come immediately to mind. The Pinellas County, Florida, Sheriff's Department serves an urban county of over a million people. The sheriff is a guy by the name of Gerry Coleman, who in 1980 ran for office on a platform of victim assistance. He had heard ideas about victims' needs, plus he had his own intuitive sense that this was the right thing to do. That agency now has one of the model law enforcement-based programs, with a budget of over a half-million dollars to support four full-time victim-assistance personnel who are on call 24 hours a day, seven days a week. It has also spun off the first crimes-against-children unit, as well as a county-wide coordinating council on victims.

A similar program was in Arapahoe County, Colorado, under Sheriff Pat Sullivan. He was a chief of detectives in the Denver Police Department until he left and went over to the sheriff's agency. All during the time he was a chief of detectives he kept sensing that cases weren't being developed well enough because of the inability of detectives sometimes to relate to victims' needs, and therefore to gain their partnership in the conduct of an investigation. So he began on his own to develop training and other investigative programs that had a victim orientation to them, and that evolved into an organized program. I don't know what his budget is, but he uses about 35 or 40 trained, supervised volunteers that are on call 24 hours a day.

LEN: What kinds of liability issues are we looking at in terms of law enforcement's responsibility toward victims of crimes?

MIRON: We have case law and court interpretations just in the past two years that reinforce the notion of society's duty to protect. There's the Thurman case involving the Torrington, Connecticut, Police Department. A woman being assaulted by her husband called the police, the police showed up and didn't follow the appropriate procedures to prevent the continuation of the assault. The net effect was that the Federal District Court held the Torrington Police Department liable for negligence in responding to the pleadings and requests of a citizen who was being victimized by crime. That was decided in June of '85.

A similar case was decided in the New York State Court of Appeals, *Sorichetti v. New York Police Department*. The New York State court sort of agreed with the Federal District Court in Hartford, in effect saying that

rights. And just as Gideon, Miranda and other doctrines began to be crystallized as they went through the Federal appeals system to the Supreme Court, and resulted in new interpretations dealing with defendants' rights, so too in the 80's we're on the threshold of seeing new doctrine and new policies and laws dealing with victims' rights.

This is the very stuff of the administration of criminal justice. The victim is the principal client, and when you start looking at the victim as the principal client of the justice system, it turns upside down everything that we've been thinking about in terms of efficiency of the administration of criminal justice. If you look at the Katzenbach Commission in '68, the standards and goals stuff in the early 70's and all of the vast efforts of the LEAA and the National Institute of Justice to improve the efficiency and effectiveness of the justice system, they were all missing the central intellectual ingredient that could give direction and guidance to how to improve efficiency and effectiveness. They all talked in

'We are about where the justice system was in 1950 with defendants' rights. We're on the threshold of new doctrine dealing with victims' rights.'



when there is a special relationship between the citizen as victim and law enforcement, the failure of law enforcement to respond to those needs may put that agency in a position of civil liability for negligence.

This is a major refinement to a traditional legal doctrine that's been around for a long time; it even goes back to English common law. The doctrine is that the state and its agents, particularly the police, owe a general duty to protect society at large, and not individuals. This new shift toward this notion of special relationship and special duty to protect an individual is triggered by the victim calling the police and saying "Help me." When that dispatcher says an officer will be there shortly, that sets the bond of the special relationship. Failure to live up to that implicit contract of a service may result in the department being penalized seriously by civil judgments.

LEN: Do you see more of this happening in time to come?

MIRON: Oh yes. I see the intellectual foundation about the jurisprudence of victims' rights becoming more and more clear, almost to the point of saying that there are three doctrines that are being refined for victims. One is the doctrine of standing, which means that an individual has a right to initiate or be involved with a legal proceeding. The second doctrine is due process, under the 14th Amendment. Due process is basically three simple things: One who has standing under the 14th Amendment due process clause must be notified about the legal proceedings and his or her role in it; they must be informed about when the proceeding is occurring and what they must do or not do, and they must be informed about the outcome of the proceeding. When you take the doctrine of standing and add it to due process, then you have all of the ingredients for victims' having party status in criminal law. It is no longer the state versus John Doe, defendant, but rather the state and Mrs. Smith, victim, versus John Doe, defendant.

All of this discussion about the underpinnings of victims' rights suggests that we are, in the 1980's, about where the justice system was in 1950 with defendants'

abstractions: Protect property; return stolen property; serve the community; administer justice efficiently. There's something about an abstract goal that just doesn't grab you. If the goal were to be responsible to the principal client who calls us, namely the victim, and to organize our services so that victims' rights are kept in balance with existing defendants' rights, I think over the last 15 years we would have had an entirely different kind of intervention in research and in demonstration projects.

LEN: Is the NSA working in conjunction with any other professional organizations in this victim/witness effort?

MIRON: The criminal justice associations that we have been directly involved with are the only ones that have been doing anything: the victims' section of the American Bar Association, the National Association of State Directors of Law Enforcement Training, the National Organization of Black Law Enforcement Executives, the National District Attorneys' Association and the National Conference of the Judiciary. That's it. There is also one large umbrella organization of community-based groups called the National Organization for Victim Assistance.

LEN: Apart from NOBLE, there doesn't seem to be much in the way of organized involvement by police chiefs. Any particular reason why?

MIRON: Our original intent was to solidify our work with the sheriffs, and then use the sheriffs' influence with the municipal police departments in each county, as well as through the state associations of sheriffs and chiefs of police. That decision was partly based on the absence of federal resources that could be given to an organization like IACP or PERF. NOBLE's partnership grant with the Department of Justice was primarily in eight precincts in eight of the largest urban cities. Unfortunately, as an effect of Gramm-Rudman, the continuation of the NOBLE grant was frozen, and we see

Continued on Page 12

LEN interview: Victims' advocate Jerry Miron

Continued from Page 11

that as a serious loss. Whether or not it can be recouped, I don't know.

LEN: With all the work that's been done thus far in this area, what exactly has trickled down to the individual victim of crime?

MIRON: Three things at the local level. There's the information we've given to inform the public about victims' rights and how the local justice system or an individual agency is prepared and willing to provide assistance seven days a week, 24 hours a day. Secondly, there's the change in the behavior of call-takers, communications personnel and on-scene officers. Thirdly, depending on the jurisdiction, we have the massive explosion of notices, information and referrals by the law enforcement agency to the individual victim — a lot more than they ever got before. For example, the Florida sheriffs' association, the Ohio sheriffs' association and a couple others used their own money to research and print up a pamphlet listing all of the statutory rights of victims, as well as some of the services that are available through the sheriff's office in each of those states. They printed millions of copies of those and made them available to every sheriff, who could just stamp his name and address on it. Every officer who goes out on a crime call spends time explaining the pamphlet, leaving the information and advising the victim of the number to call for information, advice and assistance. And if, in the judgment of the officer, that person needs immediate attention or assistance, many of the agencies have these volunteers on call to come out and handle the needs of the victim so that the officer can go back and continue his investigation or provide other service. It adds maybe 15, 20 minutes to an on-scene investigation and yields profound benefits.

LEN: Should police agencies in fact bear the responsibility for keeping victims informed as to case status?

MIRON: Yes, because that's the only agency that the victim has ever touched base with in terms of reporting the crime. Moreover, the agency itself has access to the other actors in the justice system and can get that information very simply and process it through to the victim. When you get right down to it, what we are asking is that police behavior and a couple of forms be changed. That should be done; that's the job of the police.

LEN: The programs we've been talking about generally include victims and witnesses under the same umbrella, yet one could make fine-line distinctions between victims and witnesses. For example, witnesses may not have been directly hurt by the crime, and therefore you could argue that they don't deserve the sympathy or attention devoted to victims. Is it fair to lump both victim and witnesses together under the same heading in this respect?

MIRON: From an operational standpoint, it's not only fair but necessary, because the victim is the primary witness. Indeed, the victim may be the only carrier of evidence, such as in a rape case. Witnesses are important to corroborate, to provide information about suspect identification and, insofar as their testimony in the initial investigation becomes part of the case that is transmitted for prosecution, then clearly the witness becomes an important component part of the case to support the testimony and evidence of the victim, as well as to participate in the pretrial, trial process. Also, in many cases the secondary witness may be the only source of information immediately in an initial investigation when the victim is unconscious or in the hospital or is unable to provide the information that the officer may need. So the notion that victims have rights but witnesses don't is an arbitrary, unfair one. The only reason we talk about victim-assistance programs is a matter of language style; victim/witness assistance programs sound a little awkward. But most if not all of the victim-assistance programs that deal with the crime victims in the immediate aftermath of the criminal event are clearly and obviously concerned about the witnesses as well.

LEN: Has the research that's been done on victimization turned up anything to suggest that there's a stereotypical victim profile?

MIRON: Well, to back into it, in the past 10 years we have spent an enormous amount of intellectual energy on profiling the defendant, the offender. Out of that profile there can be some generalizations made about first-time offenders, particularly juveniles, and career criminals. There are characteristics associated with age, gender and what I call the four "uns": uneducated, unemployed, unwhite and unrich.

By contrast, in profiling a victim of crime, whether a violent or nonviolent crime, and excluding those crimes that are sex-related — rape, even homosexual rape — every other characteristic is common. You can be old, young, educated, uneducated, rich, middle class, poor, whatever. That's the striking thing about crime victims: There are no career victims, like there are career criminals. Most of the crimes that are committed against victims are committed when they're doing ordinary, commonplace, routine things: waiting on a customer, riding an elevator, leaving their office, opening their home, starting their car, riding a bus. It could

'Blaming the victim is a very old cultural norm in many societies, and that is one of the things that we have to clarify for the justice system. I don't know of many victims who like being a victim of crime, who deliberately engage in behavior that provokes a stranger to rob them.'

be you, it could be me, it could be anybody. It's the offender that should be blamed for committing the crime, not the so-called vulnerability of the victim who puts himself at risk by being in certain places at certain times.

Now granted, some individual victims may put themselves at risk and exercise bad judgment in being on a certain street at four in the morning, walking alone in a high-crime area, or flashing a roll in a bar, or striking up a conversation with the wrong person at a bar. They should be accused of bad judgment, but not be accused of contributing to the crime. Victims are not to be blamed for their victimization; offenders are.

LEN: There's still a prevailing, often unstated feeling on the part of people in some jurisdictions that in cases of rape the victim may be seen as contributing heavily to the victimization. Why is that?

MIRON: Because those jurisdictions or those individual agents who act on that belief are wrong. It's just not debatable.

LEN: Up until recently in New York, though, a corroborating witness was needed in rape cases. . .

MIRON: Does one need a witness for a burglary? Does one need a witness for a robbery? Does one try to get the victim as a witness in a motor-vehicle theft? The reason we invest lots of money in law enforcement is to have that agent of the government be organized and trained in such a manner that when a citizen, who has delegated his rights to carry a weapon and conduct his own private investigation to the state, when he calls in and says "I'm hurt," that officer is to go out and conduct an investigation, not blame the victim. Now to get that information needed about suspect identification, obviously the officer has to talk to the victim. But if that officer has a mind set that says "If it were me, I wouldn't have let it happen," or if he has a mind set that is not careful about remembering that the victim is a victim and not a suspect, and remembers to interview rather than interrogate the victim, then that officer may not get the kind of information he needs to conduct a good investigation. Blaming the victim is a very old cultural norm in many societies, and that is one of the things that we have to clarify for the justice system in many ways. Again, it goes back to the social contract and to society's duty to protect its citizens. I don't know of many victims who like being a victim of a crime, who deliberately engage in behavior that provokes a stranger to rob them.

LEN: Victims do tend on occasion to blame themselves. . .

MIRON: That's one of the biggest problems that victims have: They blame themselves. If I had only done this, if I had only done that. What victims have to hear from the official agent of public safety is: "You're not to be blamed. You have a right to walk the streets. You have a right to be safe in your home. You have a right to run a small business. You have a right to be protected from offenders and predators. I'm the one who should be blamed, as a representative of the state that you pay taxes to."

Consider the Goetz case as a symbol of all this, distinguishing between Bernhard Goetz's actions as an individual and Bernhard Goetz as a symbol that provoked the tremendous response all over the world to what he did. I followed that incident very carefully, and I was stunned by a poll that said that Bernhard Goetz's name was recognized by more people in four weeks' time than the name of the President of the United States. That's a stunning statement. What was overlooked in some of the reporting about the aftermath of the Goetz subway shooting was the fact that he had been mugged several years before, and that this was a traumatic event for him. He called the police, they took him to the precinct and gave him first aid, and he spent four hours in the station giving his statement, only to find out later that a suspect had been arrested and had been in and out of the precinct station in two hours. He said to himself, "What's going on here?" I don't know what his motivation was, but I know what his behavior suggested. It suggested an individual person who had lost trust and confidence that he would be protected, and therefore he wanted to protect himself. Regardless of what happened in New York City, in other parts of the country the view was "It's about time, hooray for Goetz." It was as if somebody had symbolically said to the American public that it's all right to say "I'm frightened." It's all right to say, "I'm not going to take it anymore."

That symbolism has to be balanced against reality, and the reality is that the court process in the Goetz case might be construed by individuals in the justice system as saying that the system works. But it doesn't work. It didn't for him, and it doesn't for the 65 percent of the victims of crime who don't report crime, and more strikingly, for the 50 percent of the victims of violent crime who don't report crime. For that population and for their friends and relatives and neighbors, that discussion about Goetz as a symbol boiled down to saying "Something's wrong with the justice system, and we have to take a stand." Now, over the next 10 years, I hope it will work out with the intellectual stuff on victims' rights, the changes in the justice system at the state and local level, and above all, changes in the behavior of individual officers, individual lieutenants, captains, sergeants, chiefs, sheriffs, deputies, judges and so forth. Institutional reform is an abstraction. We're talking about reshaping and re-forming individuals who happen to work in the justice system. And that's going to be hard to do, but we're on the way.

Criminal Justice Library

Avenues of insight into organized crime

The Politics and Economics of Organized Crime.
Herbert E. Alexander
and Gerald E. Caiden, eds.
Lexington, Mass.: Lexington
Books, 1985.
175 pp.

By William S. Carcara
Jefferson County, Ky.,
Police Department

As Alexander and Caiden observe in their opening overview of the social phenomenon of organized crime, myths, misconceptions and misunderstandings permeate the general public, the media and, to a degree, the criminal justice system itself.

No introduction to the subject of organized crime would be complete without addressing the Mafia, and Alexander and Caiden are no exception to this practice. They present an intriguing discussion that revolves around the "Mafia mystique," and attempt to correct a number of historically relevant misconceptions.

Following from this introduction is a body of text that tackles a broad array of topics as seen by contributors who are well versed in a variety of fields. Michael Maltz attempts to define the concept of organized crime, and although others may believe that attempting such a definition is

futile or illuatory, Maltz demonstrates how a common definition can be used to insure that resources, responsibilities and penalties are appropriately allocated by the criminal justice system. Maltz's approach to the problem of defining organized crime involves a review of past definitions and consideration of the class characteristics, organizational structure and disciplinary code of organized crime, as well as its use or threatened use of violence, its continuity of criminal activity and involvement in legitimate businesses and multiple enterprises.

The economic study of illegal enterprises, although a relatively new concept and a somewhat novel approach to the overall study of racketeering, is the central thesis of chapters 3, 4 and 5. Clifford Karchmen's presentation on "Money Laundering and the Organized Underworld" explores the controversial subject of how tainted money generated in illegal markets is converted into acceptable assets that conceal their origin. Karchmen also examines measures that might be taken to reduce the profits or economic incentives of lucrative illegal activities.

The involvement of organized crime in the legitimate economy is looked at in further detail by Peter Reuter in his examination

of "Racketeers as Cartel Organizers." Rauter draws attention to industries that over an extended period of time have apparently been influenced by racketeers. Then, in chapter 5, Mark Kleiman considers just how organized crime operates in economic terms in one of these legitimate markets. He developed a price elasticity model which was then correlated to consumer demand. The subsequent relationship of the two could possibly dictate drug enforcement efforts, it is argued.

If at times the economic perspective on organized crime comes up with surprising conclusions that are often at loggerheads with conventional thinking of the more legalistic approach, the political perspective, presented in chapters 6 and 7, still assumes that organized crime would not exist or persist without official corruption. In chapter 6, for example, Alexander's look at "Organized Crime and Politics" provides examples of organized crime's involvement in political campaign financing and in buying favors from office-holders.

David Bellis's presentation on "Political Corruption in Small, Machine-Run Cities" centers on the fact that corrupt, machine-run cities should be considered part of organized crime even if they cannot be included under the traditional heading of the "under-

world." Bellis insists that political corruption becomes organized crime when there is corruption of public officials, violence or the threat of violence in political communities, sophistication in the organization and commission of illegal political acts, and some kind of structure under which the crimes are carried out — such as a political machine.

The pessimism that is projected in the political perspective is not shared by those individuals who look at organized crime from a public policy perspective. These too are political realists. They realize that organized crime is embedded in American society, that it meets certain social needs, that it is wealthy and powerful, that prosecuting syndicate heads will not alter the complex circumstances that give rise to illegal enterprise, and that traditional moral-legal sanctions do not fall well in contemporary America. Those who adopt the public policy approach are prepared to examine the evidence objectively and consider alternative strategies to dealing with the social phenomenon of organized crime.

With this perspective in mind, G. Robert Blakey argues that much more could be done to take the profits out of organized crime by seizing assets that were obtained through illicit funds. Blakey discusses the strengths, limitations and law enforcement usage of the Racketeer Influenced and Corrupt Organizations (RICO) provisions of the Organ-

ized Crime Control Act of 1970, along with the Continuing Criminal Enterprise provisions of the Comprehensive Drug Abuse Prevention and Control Act of 1970.

Alexander and Caiden conclude their study with chapter 9's general overview of "What Should Be Done About Organized Crime." They place the new perspectives previously mentioned into general focus in the continuing debate on containing the growth, wealth, power and influence of organized crime in America.

I must confess to having been initially skeptical of Alexander and Caiden's central thesis. However, I believe that the concepts outlined by the editors and their fellow contributors are valid and present a somewhat new examination of previous theories of organized crime. Of particular value were the economic discussions presented in chapters 3, 4 and 5.

This work would serve as an excellent supplementary source in the study of organized crime or political systems. For practitioners, the book opens avenues of investigative insight that may assist at the operational level.

On The Record:

"People who have read good literature have lived more than people who cannot or will not read. It is not true that we have only life to live; if we can read, we can live as many more lives and as many kinds of lives as we wish."

— S. I. Hayakawa

Classics and soon-to-be classics of police literature in one solid volume

Policing Society: An Occupational View.
By W. Clinton Terry III.
New York, N.Y.: John Wiley
and Sons, 1985.

By Kenneth Bovasao
Omaha Police Division

For the past 20 years or so, the American police have been studied more than any other component of the criminal justice system. One of the results of this has been a wealth of articles about the police, some good and some bad.

"Policing Society: An Occupational View" is a collection of these articles. While many of the articles in this volume have been around for a while, the issues that they brought to the fore 20 years ago are still with us, and are still unresolved.

Take the article "Policeman as Philosopher, Guide and Friend," by Cumming, Cumming and Edell, as it discusses the police officer's involvement with the interpersonal problems of citizens. Such involvement is still a large part of the police officer's job 20 years after this article was first

published.

Such classics as "The Police Officer's Lot," by Albert Reiss, and "Types and Styles of Police Organization," by James Q. Wilson, are timeless readings that lay the foundation for any study in American policing.

As I re-read the Niederhoffs' "Police Divorces," I thought, "How out of date" — that is, until I remembered my recent conversation with a 25-year-old officer going through his second divorce and the loss of his house. Does the organization owe the officer more than this?

The Kansas City Preventive Patrol Experiment, also included in this collection of readings, may have been argued to a point beyond any rational validity, but some consider it more important for the additional research it generated than for anything found in the original study.

This book includes not only the classics, but also some newer articles dealing with the police subculture, the selection and training of recruits, and the police organization. Two of the more interesting articles dealing with police recruits and socialization into the police system are Richard

Harris's "The Police Academy," and John Van Maanen's "Learning the Ropes."

Several articles were written especially for this volume. Ellen Hochstedler contributes an interesting article dealing with police typologies, in which she argues that these typologies are more representative of how citizens view the police than they are of how the police view themselves and their work.

Terry's book would make an excellent primary or secondary text for a college course on policing. More importantly, a book of this nature should be required reading in any police recruit class. The police accuse academicians of teaching too much theory, while most recruit classes plod along, inculcating the new recruits with the nuts and bolts of policing without any of the "why's." As one example, Bittner's "Non-Negotiable Coercive Force" should be mandatory reading for every police recruit.

The book contains a solid cross-section of articles, enough to give every student a well-rounded introduction into the world of city policing.

Now available from The John Jay Press:

Police Ethics:

Hard Choices in Law Enforcement

Edited by
William C. Heffernan
and
Timothy Stroup

A book whose time has come

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Available from The John Jay Press, 444 West 56th Street,
New York, New York 10019.

State Troopers. The Commonwealth of Pennsylvania is accepting applications for entry-level positions with the Pennsylvania State Police.

Applicants must be between 20 and 29 years of age and be a high school graduate or possess GED. Weight should be proportionate to height, and vision must be at least 20/70, correctable to 20/40. All candidates must U.S. citizens of good moral character and a resident of Pennsylvania for at least one year prior to making preliminary application.

Applicants for the positions, which are non-Civil Service, must pass written exam, strength and agility test, physical exam, background investigation and oral interview.

Salary is \$538.80 biweekly during academy training and starts at \$16,024 annually upon graduation. Overtime and shift differential paid, along with annual clothing maintenance allowance.

To apply or to obtain additional information, write to: Director, Bureau of Personnel, Pennsylvania State Police, 1800 Elmerton Avenue, Harrisburg, PA 17110.

Highway Patrol Officers. The Wyoming Highway Patrol is accepting applications for a new class of highway patrol officers. Candidates must be between 23 and 37 years of age, have visual acuity of at least 20/40 uncorrected, and possess at least a high school diploma or the equivalent.

Salary for patrol officers ranges from \$1,514 to \$2,421 per month, plus \$50 per month for uniform cleaning and time and a half for emergency overtime. All uniforms and equipment are provided, except footwear. The patrol offers an excellent retirement and fringe benefit package.

The first phase of qualifying examinations will be held in Casper, Wyo., from May 10-11. The second phase, which includes background investigations, psychological evaluations and physical agility testing, will be administered after May 11 and before the beginning of the academy class in August.

To apply, send for an official application form to: Wyoming Highway Patrol, Safety and Training Division, P.O. Box 1708, Cheyenne, WY 82002-9019. Telephone: (307) 777-7301.

Assistant/Associate Professor. Illinois State University is seeking to fill a tenure-track position for the fall of 1988. Individual chosen will teach undergraduate and graduate courses in the areas of criminological theory and juvenile justice and conduct research.

Applicants must have a Ph.D. in criminal justice or a related field. Substantial coursework in criminal justice, experience in teaching, research and publication preferred. Rank is either assistant or associate professor, salary is negotiable.

Application deadline is March 1, 1988. To apply, send vite, three letters of recommendation, and an official copy of latest transcript to: Dr. Steven G. Cox, Chairman, Department of Criminal Justice Sciences, 401 Schroeder Hall, Illinois State University, Normal, IL 61761.

Faculty Coordinator. The Southeast Florida Institute of Criminal Justice, located at Miami-Dade Community College, seeks qualified applicants for the position of Coordinator of Criminal Investigation and Police Operations in its Basic Law Enforcement Training program.

The individual chosen will be required to maintain and review training manuals, handouts and examination questions; recruit, select and supervise part-time faculty, and instruct in basic law enforcement. The positions requires a minimum of a master's degree and three to five years experience in law enforcement, with a background in either instruction or the administration of a formal training environment. Applicants must be able to work and communicate in a multicultural, multiethnic environment.

Salary is based on academic rank, which will be determined by education and experience. Liberal fringe benefits are included.

To apply, send resume, cover letter and three letters of reference before Feb. 28 to: Miami-Dade Community College, Personnel Services, 11011 S.W. 104th Street, Miami, FL 33176.

Seminar Manager. The Southern Police Institute at the University of Louisville is seeking an experienced administrator for its extensive seminar program.

The successful candidate will report to the director of the institute, and will be responsible for: planning, coordinating, directing and evaluating all SP1 seminars on- and off-campus; facilitating and expanding the SP1 seminar program, and teaching in seminars as needed. The positions requires a candidate with a bachelor's degree in police administration, criminal justice, or degree police administration, criminal justice or criminology and 10 years of police experience, with specialized experience in investigations and administration. Candidates with experience in developing and managing police training programs are preferred. Considerable travel involved in this nonfaculty position. Starting salary is negotiable and commensurate with qualifications.

To apply, send comprehensive resume and the names of professional work-related references to: University of Louisville, Personnel Services, 2323 South Brook Street, Louisville, KY 40292. Deadline for applications is March 14, 1988. An affirmative action/equal opportunity employer.

Polygraph Examiner. The Colorado Springs Police Department seeks an individual to conduct polygraph examinations of suspects, victims and witnesses.

Applicants must have an associate's degree in an appropriate field and two years experience in polygraph examination, or an equivalent combination of education and experience.

Completion of a polygraph examiner training program certified by the American Polygraph Association is required. Applicants with a bachelor's degree in police science, criminology, sociology, psychology or a related field preferred. Salary is \$2,082 to \$2,387 per month.

To apply, obtain city application by calling (303) 578-6686. Application form must state position title and code and must be received by March 7 at: City of Colorado Springs, Department of Personnel, Attn: Position 28-D, Post Office Box 1576, Colorado Springs, CO 80901.

To get the best bang for your recruiting buck, reach out to the readership of *Law Enforcement News*. For more information on how *LEN* can help your agency, call Marie Rosen at (212) 489-3912.

CHIEF OF POLICE

Syracuse, New York — a vibrant community of 175,000 in Central New York — is seeking a leader for the Syracuse Police Department.

Significant experience in the administration of a public safety agency, strong management skills, and the ability to work in a multi-ethnic community are required. Minimum salary \$48,000. Direct resume to:

Mayor Thomas G. Young
City Hall
Syracuse, N.Y. 13202

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Gramm-Rudman fears starting to hit home

Continued from Page 6
two, some of them are just trying to get started."

John C. Calhoun, executive director of the National Crime Prevention Council, noted that if the constitutionality of the Gramm-Rudman law is upheld by the courts, the core funding that his organization receives from the Justice Department would be completely wiped out for fiscal 1987.

"That's the funding for the National Citizens Crime Prevention campaign and the main fund for the public education campaign that would be clobbered, and a lot of technical assistance if law enforcement wants to do something with prevention programs in arson, for example," he said. "In

terms of our ability to assist them it will rely completely on our ability to raise corporate funds, foundation funds and individual contributions."

The cuts for fiscal 1986 will not hurt the crime prevention council, Calhoun said, noting that "our contract was signed pretty early on."

As currently structured, 60 percent of the council's funding comes from the Federal Government and 40 percent from various private sources of support. "What we have to do is shift that 40 percent up to 100 percent," Calhoun said. "Unless we're highly successful in getting local support, it's going to cause a dramatic curtailing of our activity."

Upcoming Events

APRIL

1-2. S&W Identikit. Presented by the Florida Institute for Law Enforcement. To be held in St. Petersburg. Fee: \$36.

2. Executive Institute for Suburban Chiefs. Presented by the Traffic Institute. Fee: \$460.

2-4. Police Dispatcher Training. Presented by the International Association of Chiefs of Police. To be held in Charleston, S.C. Fee: \$376 (member agency); \$426 (nonmember agency).

3-4. Healthcare Security & Safety. Sponsored by the International Association for Hospital Security. To be held in Dallas. Fee: \$260 (IAHS member); \$326 (non-member).

3-4. Contemporary Investigative Technology. Presented by Richard W. Kobetz & Associates Ltd. To be held in Reno, Nev. Fee: \$360.

7-11. DWI Instructor. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$326.

7-11. Surveillance Optics. Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$660.

7-11. International Congress on Rape. To be held in Jerusalem, Israel. Registration fee: \$226 (before January 31); \$260 (after February 1). To register, contact: International Congress on Rape, P.O. Box 394, Tel Aviv, 61003, Israel.

7-11. Employee Motivation. Presented by the Florida Institute for Law Enforcement. To be held in St. Petersburg. Fee: \$200.

7-11. Video Uses in Law Enforcement. Presented by the International Association of Chiefs of Police. To be held in Charleston, S.C. Fee: \$426 (member agency); \$476 (nonmember agency).

7-11. Electronic Spreadsheets for Police Managers Using Microcomputers. Presented by the Institute of Police Technology & Management. Fee: \$660.

7-11. Advanced Physical Security — Locks & Locking Systems. Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$326.

7-16. Supervision of Police Personnel. Presented by the Traffic Institute. Fee:

\$560.

7-18. At-Scene Traffic Accident & Traffic Homicide Investigation. Presented by the Institute of Police Technology & Management. Fee: \$476.

8-10. Terrorism — Preparing for the Threat. Presented by the International Association of Chiefs of Police. To be held in Washington, D.C. Fee: \$460 (member agency); \$600 (nonmember agency).

8-11. Police Community Relations. Presented by the International Association of Chiefs of Police. To be held in Columbus, Ohio. Fee: \$376 (member agency); \$426 (nonmember agency).

8-11. Special Problems in Traffic Accident Reconstruction. Presented by the Institute of Police Technology & Management. Fee: \$296.

9-11. Report Writing, Interview Documentation Skills. Presented by the Peregrine Institute of Security. To be held in New York.

13-17. National Conference on Serial Murders, Unidentified Bodies and Missing Persons. Co-sponsored by the Oklahoma Bureau of Investigation, the Tulsa County Sheriff's Office, the Oklahoma City Police Department, ROCIC, MOCIC, MAGLOCLEN, RMIN and NESPIN. To be held in Oklahoma City, Okla. Attendance restricted to law enforcement personnel and limited to first 600 attendees. Registration fee: \$100 for the first officer per agency; \$50 for the second officer. To register, write or call: ROCIC, 2 International Plaza, Suite 901, Nashville, TN 37217. (616) 366-1197.

14-15. Win Seminar. Presented by Calibre Press. To be held in Valley Forge, Pa. Fee: \$76 (officers); \$80 (spouses).

14-15. Contemporary Terrorism. Presented by Richard W. Kobetz & Associates Ltd. To be held in Las Vegas, Nev. Fee: \$360.

14-15. Tire Forensics for the Accident Investigator. Presented by the Institute of Police Technology & Management. Fee: \$296.

14-17. Technical Countermeasures. Presented by the Peregrine Institute of Security. To be held in New York.

14-18. Executive Development. Presented

by the International Association of Chiefs of Police. To be held in San Antonio, Tex. Fee: \$426 (member agency); \$476 (nonmember agency).

14-16. Video Operations. Presented by the National Intelligence Academy. Fee: \$660.

14-16. Crisis Intervention. Presented by the Florida Institute for Law Enforcement. To be held in St. Petersburg. Fee: \$200.

14-16. Photography in Traffic Accident Investigation. Presented by the Institute of Police Technology & Management. Fee: \$326.

14-16. Advanced Physical Security — Alarms & Electronic Security. Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$326.

14-18. Automated Crime Analysis. Presented by the Institute of Police Technology & Management. Fee: \$476.

14-25. First Line Supervision & Management. Presented by the Milwaukee Area Technical College. To be held in Oak Creek, Wisc. Fee: \$47.60.

15-16. Missing Children. Presented by the Criminal Justice Training & Education Center. To be held in Toledo, Ohio. Fee: \$66.

15-16. Managing the Property and Evidence Function. Presented by the International Association of Chiefs of Police. To be held in Charleston, S.C. Fee: \$376 (member agency); \$426 (nonmember agency).

15-16. Managing the Property & Evidence Function. Presented by the International Association of Chiefs of Police. To be held in Charleston, S.C. Fee: \$376 (member agency); \$426 (nonmember agency).

15-17. Physical Security: Condos, Hotels, Offices & Resorts. Presented by Richard W. Kobetz & Associates Ltd. To be held in Las Vegas, Nev. Fee: \$360.

15-16. Third International Conference on Assessment Centers for Police, Corrections & Fire Services. Co-sponsored by the Dade-Miami Criminal Justice Assessment Center, the University of Miami and Assessment Designs International. To be held in Miami, Fla. Fee: \$250.

9-20. Win Seminar. Presented by Calibre

Press. To be held in Dallas. Fee: \$76 (officers), \$80 (spouses).

21-23. Control Center Operations. Presented by the Peregrine Institute of Security. To be held in New York.

21-23. Public Records. Presented by the Florida Institute for Law Enforcement. To be held in St. Petersburg. Fee: \$200.

21-23. Prevention of Spouse Abuse. Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$260.

21-26. Measuring the DWI Program. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$326.

21-26. Police Executive Development. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$326.

21-May 2. Advanced Tactical Survival. Presented by the Institute of Police Technology & Management. Fee: \$476. 21-May 2. At-Scene Accident Investigation. Presented by the Traffic Institute. Fee: \$660.

21-May 2. Advanced Traffic Accident Investigation. Presented by the Institute of Police Technology & Management. Fee: \$476.

21-May 9. Command Training Program. Presented by the New England Institute of Law Enforcement Management. To be held in Wellesley, Mass.

22-23. Investigation of Missing & Exploited Children Cases. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. To be held in Huntsville, Tex. Fee: \$110.

22-24. Arson Investigation. Presented by the Milwaukee Area Technical College. To be held in Oak Creek, Wisc. Fee: \$16.66.

22-24. Special Weapons & Tactics. Presented by the International Association of Chiefs of Police. To be held in Washington, D.C. Fee: \$376 (member agency); \$426 (nonmember agency).

24-26. Contemporary Investigative Technology. Presented by Richard W. Kobetz & Associates Ltd. To be held in

Detroit. Fee: \$360.

24-26. Advanced Investigative Techniques in Child Abuse Cases. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. To be held in Huntsville, Tex. Fee: \$126.

26-May 1. Annual Training Seminar & Conference. Sponsored by the American Jail Association. To be held in Seattle.

28-29. Hostage Negotiations. Presented by Richard W. Kobetz & Associates Ltd. To be held in Atlanta. Fee: \$360.

28-May 2. Technical Surveillance I. Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$660.

28-May 2. Developing Supervisory Skills. Presented by the International Association of Chiefs of Police. To be held in Jackson, Miss. Fee: \$426 (member agency); \$476 (nonmember agency).

28-May 9. Firearms Instructor Course. Presented by the Criminal Justice Training & Education Center. To be held in Toledo, Ohio. Fee: \$400.

28-May 21. School of Police Supervision. Presented by the Southwestern Legal Foundation. To be held in Dallas.

30-May 1. Corporate Aircraft Security. Presented by Richard W. Kobetz & Associates Ltd. To be held in Atlanta. Fee: \$360.

30-June 6. School of Police Staff & Command. Presented by the Traffic Institute. Fee: \$1,600.

MAY

5-6. Win Seminar. Presented by Calibre Press. To be held in Indianapolis. Fee: \$76 (officers); \$80 (spouses).

6-7. Communications Skills in Security. Presented by the Peregrine Institute of Security. To be held in New York.

6-8. Police Media Relations. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$326.

6-9. Police Supervisor In-Service Training Institute. Presented by The Pennsylvania State University, College of Human Development. To be held in University Park, Pa. Fee: \$326.

6-9. Surveillance Operations. Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$660.

6-9. Police Planning Officers' Seminar. Presented by the Institute of Police Technology & Management. Fee: \$326.

6-9. Field Training Officer Program. Presented by the Traffic Institute. To be held in Evanston, Ill. Fee: \$400.

6-9. The Investigation of Shootings by Police Officers. Presented by the International Association of Chiefs of Police. To be held in Washington, D.C. Fee: \$426 (IACP member agency); \$476 (non-member agency).

6-15. Traffic Accident Reconstruction. Presented by the Institute of Police Technology & Management. Fee: \$676.

6-16. Technical Accident Investigation. Presented by the Traffic Institute. Fee: \$660.

6-16. Expanding Potential through Excellence in Training. Sponsored by the Police Executive Development Institute, Pennsylvania State University. To be held in University Park, Pa. Fee: \$696.

6-7. Defensive Driving. Presented by the Criminal Justice Training & Education Center. To be held in Toledo, Ohio. Fee: \$126.

6-9. Measuring and Costing Police Services. Presented by the International Association of Chiefs of Police. To be held in Columbus, Ohio. Fee: \$376 (IACP member agency); \$426 (non-member agency).

7-8. Law Enforcement Training Liability. Presented by the Milwaukee Area Technical College. To be held in Oak Creek, Wisc. Fee: \$60.

8-9. Rape Crisis Intervention. Presented by the Criminal Justice Training & Education Center. Fee: \$106.

12-16. Control Center Operations. Presented by the Peregrine Institute of Security.

Directory of Training Sources Listed

American Jail Association, c/o Beth Love, AJA Project Coordinator, Contact Center Inc., P.O. Box 61826, Lincoln, NE 68601. (402) 484-0604.

ANACAPA Sciences Inc., Law Enforcement Programs, Drawer Q, Santa Barbara, CA 93102.

Broward County Criminal Justice Institute, Broward Community College, 3601 S.W. Davin Road, Ft. Lauderdale, FL 33314. (305) 476-6790.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062.

Center for Criminal Justice, Case Western Reserve University, Cleveland, OH 44106. (216) 368-3306.

Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. (212) 247-1600.

Criminal Justice Training Center, Modesto Junior College, 2201 Blum Gum Avenue, P.O. Box 4066, Modesto, CA 95362. (209) 576-6467.

Criminal Justice Training and Education Center, Attn: Ms. Joanne L. Klein, 946 S. Detroit Avenue, Toledo, OH 43614. (419) 382-6666.

Dade-Miami Criminal Justice Assessment Center, Attn: Dr. Arthur L. Benton, 11360 N.W. 27th Avenue, Miami, FL 33167. (305) 347-1476.

Delinquency Control Institute, Tyler Building, 3601 South Flower Street, Los Angeles, CA 90007.

Florida Institute for Law Enforcement, St. Petersburg Junior College, P.O. Box 13469, St. Petersburg, FL 33733.

Georgia Police Academy, 969 E. Co-

federate Ave., P.O. Box 1468, Atlanta, GA 30371. Tele: (404) 666-6106.

Bochring Technical College, Special Events Office, Nelsonville, OH 45764. (614) 753-3691, ext. 319.

Institute of Police Technology and Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216.

Institute of Public Service, Brenau Professional College, Gainesville, GA 30601-3697.

International Association of Chiefs of Police, 13 Firstfield Road, Gettersburg, MD 20876. (301) 948-0922.

International Association for Hospital Security, P.O. Box 637, Lombard, IL 60146. (312) 963-0990.

International Association of Women Police, c/o Sgt. Shirley Warner, Anchorage Police Department, 622 C Street, Anchorage, AK 99501. (907) 264-4193.

Kent State Police Training Academy, Stockdale Safety Building, Kent, OH 44242. (216) 672-3070.

Jerome Lavitt Inc., 6402 East Ninth Street, Tucson, AZ 85711-3116.

Milwaukee Area Technical College, 1016 North Sixth Street, Milwaukee, Wis. 53203.

Narcotic Enforcement Officers Association, P.O. Box 999, Darien, CT 06820. (203) 665-2906.

National Alliance for Safe Schools, 601 North Interregional, Austin, TX 76702. (512) 396-8686.

National Association of Fire Investigators, 63 West Jackson Blvd., Chicago, IL 60604. (312) 939-6060.

National Association of Police Planners, c/o Ms. Lillian Taylor, Portsmouth Police Department, 711 Crawford Street, Portsmouth, VA 23704. (604) 393-8289.

National College of Juvenile Justice, P.O. Box 8970, Reno, NV 89607. (702) 784-6012.

National Council of Juvenile and Family Court Judges, P.O. Box 6970, Reno, NV 89607.

National Crime Prevention Institute, School of Justice Administration, University of Louisville, Louisville, KY 40292.

National Intelligence Academy, Attn: David D. Barrett, 1300 Northwest 62nd Street, Ft. Lauderdale, FL 33309. Telephone: (305) 776-5500.

National Police Institute, 405 Humphreys Building, Central Missouri State University, Warrensburg, MO 64093-6119.

New England Institute of Law Enforcement Management, Babson College, Drew E. Babson Park, MA 02167.

Pennsylvania State University, McKeesport Campus, Continuing Education Department, University Drive, McKeesport, PA 15132. (412) 678-9601.

Pennsylvania State University, 3-159 Human Development Bldg., University Park, PA 16802.

Peregrine Institute of Security, 66

Vestry Street, New York, NY 10013. (212) 431-1016.

Police Executive Development Institute (POLEX), The Pennsylvania State University, 3169 Human Development Building, University Park, PA 16802. (614) 883-0282.

Professional Police Services Inc., P.O. Box 10902, St. Paul, MN 55110. (612) 464-1060.

Richard W. Kobetz and Associates, North Mountain Pine Training Center, Arcadia Manor, Route Two, Box 100, Berryville, VA 22611. (703) 966-1128 (24-hour desk).

Sam Houston State University, Criminal Justice Center Police Academy, Box 2296, Huntsville, TX 77341.

Strehle Finger Print Laboratories, Criminalistic Training Center, 114 Triangle Drive, P.O. Box 30576, Raleigh, NC 27622.

Southern Police Institute, Attn: Ms. Shirley Beck, University of Louisville, Louisville, KY 40292. (602) 688-6661.

Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, TX 76080. (214) 690-2370.

Traffic Institute, 555 Clark Street, P.O. Box 1409, Evanston, IL 60204.

University of Delaware, Division of Continuing Education, 2800 Pennsylvania Avenue, Wilmington, DE 19806. (302) 738-8166.

Western Society of Criminology, c/o Joyce McAlexander, School of Public Administration, Criminal Justice Program, San Diego State University, San Diego, CA 92162. (619) 266-6224.

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A running gun battle:

The focus is the Federal Firearms Owners Protection Act. In one corner is the National Rifle Association, defending the rights of sportsmen and gun owners. In the other corner is a coalition of 10 national police groups, who say that the act is an "unwarranted threat" police officers and the general public. The battle lines are drawn on Page 1.



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